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ABSTRACT

During 1969 and 1970, the Day Care and Child Development Council of America, Inc. (DCCDCA) provided technical assistance to citizens' committees formed in a number of communities and states to participate in the federally sponsored Community Coordinated Child Care (4-C) Program. This final omnibus report on the contract describes (DCCDCA's technical assistance effort and presents the Council's findings and recommendations concerning the 4-C program. A history of the 4-C effort nationally and a report on each of the 24 pilot programs are included. The summary presented at the beginning of this document also has been published separately as PS 004 541. Material in this report is drawn from many sources: experiences of DCCDCA staff members, contributions from individuals in early childhood programs, documents, memos, and other written material obtained from national, regional, state, and local sources. Appendixes included. (Author/AJ)

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COMMUNITY COORDINATED CHILD CARE:

A FEDERAL PARTNERSHIP IN BEHALF OF CHILDREN

A Final Report Submitted to the
Office of Child Development
U. S. Department of Health, Education, and Welfare

Under the Provisions of
DHEW Contract No. OS-70-79
and
OEO Contract No. B89-4518

December 31, 1970

Day Care and Child Development Council
of America, Inc.
1426 H Street, N. W.
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FOREWORD

During 1969 and 1970, the Day Care and Child Development Council of America, Inc. (DCCDCA) provided technical assistance to citizens' committees formed in a number of communities and States to participate in the Federally sponsored Community Coordinated Child Care (4-C) Program.

This final report on the contract both describes DCCDCA's technical assistance effort and presents the Council's findings and recommendations concerning the 4-C program. In addition, a history of the 4-C effort nationally and as implemented in each of the pilot communities or States is included. For the reader's convenience, a summary of the report appears at the beginning. This report is submitted in fulfillment of the portion of DCCDCA's contract* with the Office of Child Development calling for an omnibus report on the program and a summary report on each of 24 pilot programs.

The material in this report is drawn from many sources, primarily the experiences of DCCDCA staff members who handled the intensive technical assistance effort. Also invaluable were contributions from numerous individuals throughout the country interested in early childhood programs, especially the participants in the Pilot Project Debriefing Workshop, held in Washington, D. C., July 29 and 30, 1970. Other essential information was gleaned from documents, memos, and other written material obtained from national, regional, State, and local sources.

Our appreciation is extended to all members of the Day Care and Child Development Council who worked on this contract, and to the staff of our subcontractor, U. S. Research and Development Corporation of New York City; to Preston Bruce and other officials at the Office of Child Development for their guidance and inspiration; to individuals connected with the various 4-C projects and the Federal Regional Committees, who received our ministrations patiently; and to other persons interested in community efforts toward better day care who contributed to our work.

Lawrence C. Feldman
Executive Director

DAY CARE AND CHILD DEVELOPMENT
COUNCIL OF AMERICA, INC.

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* Initially, the technical assistance was provided under OEO Contract No. B89-4518 in 1969, when the Office of Child Development (OCD) was a unit of the Office of Economic Opportunity. When Project Head Start was transmitted by OEO to the new Office of Child Development in HEW, this contract was also transferred and given a new contract number, DHEW No. OS-70-79. This final report serves both contracts. A description of all work called for under the contracts appears in Part II, A.

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I. SUMMARY: 4-C TODAY

A. CRISIS IN CHILD CARE

Millions of American children lack the basic care they need to grow up into healthy productive adults. Where children are concerned, America is almost a backward nation. Some 50,000 children under the age of seven die every year from neglect of their safety, diet, or medical needs; five-million children living in poverty need pre-school programs if they are to have any hope of learning later. Three-fourths of the cases of mental retardation in children stem from cultural, not genetic factors, it is estimated.

The cost of such neglect is high to the children who are deprived in body, mind, and emotions. It becomes obvious too, when we pay the bills for remedial health, education, welfare, and manpower programs that help to patch up adults damaged in childhood.

But not just the poor and disadvantaged families need child care programs -- so do surburban parents, working mothers, nearly every family with small children. The marked increase in employment of women (almost eight-fold since the start of World War II) has skyrocketed the demand for day care. Nearly half of the nation's mothers with school-age children are working at least part-time, it is estimated. Many other factors enter into the increased demand: increase in family mobility and urbanization; more families made fatherless through divorce, separation, or other causes; pressure to reduce the public welfare burden; and realization of the needs and opportunities for early childhood education.

Good children's services could help alleviate the problem, but there are only about 640,000 slots in licensed day care facilities to serve the 12 million young children who need care because their mothers work or for other reasons.

Operators of public and private day care programs are pressured by parents and community leaders to expand and improve services to children, but the path to such betterment is strewn with obstacles. The time and energy operators would like to spend designing improved programs are swallowed up by cyclical refunding crises and the constant search for sources of funds. Well trained staff is hard to find. A maze of licensing, zoning, health, and safety ordinances and laws too often defeat progress.

Because some local and national leaders recognize the problem, the government recently has become involved in child care services. But here, too, lie problems -- programs proliferate without coordination or comprehensive planning. Bureaucracy often leads to duplication of services, blind adherence to guidelines, and lack of responsiveness to local needs. To many in the child care field, coordination of activities and services has long seemed the only answer.

B. THE 4-C PROGRAM

Today a Federal program is underway to help communities and States meet their child care needs. The Community Coordinated Child Care program enables communities to plan and coordinate their services to children. Although conceived in Washington, 4-C has generated grass-roots enthusiasm among community leaders, parents, and professionals in the field.

After just about two-and-a-half years (from April 1968 to August 1970), the 4-C program can list some impressive accomplishments:

- 127 or more communities and States are actively organizing a 4-C effort.*
- 24 pilot 4-C programs with Federal assistance (21 of these received Federal funds) have developed operational 4-C committees that are well on the way to improving communication and cooperation among agencies, parents, and others concerned about child care; creating efficiencies in existing children's programs; and fostering and coordinating new services to meet local needs. The pilots demonstrate the importance of government support to a community coordinated effort.
- 12 State and local 4-C organizations have been officially recognized as meeting all program criteria set in the 4-C Interim Policy Guide.
- 75 communities have convened their first organizational meeting prior to electing a 4-C steering committee.
- 300 communities have expressed interest by requesting information on the 4-C program and more inquiries are being received daily.

Clearly, 4-C has struck a responsive chord throughout the country; it is an idea whose time has come. As a result, the program has moved well beyond the initial demonstration phase to become a strong movement for improving and expanding services to the nation's children.

Here is a brief discussion of the Federal pilot 4-C program -- its results, background, success factors, highlights of findings, recommendations, and a word about the future -- summed up by the Day Care and Child Development Council of America, which provided technical assistance to the program and contributed to program development at the national and regional levels.

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* See Appendix A for list of non-pilot communities.

C. RESULTS OF THE PILOT EXPERIENCE

Sixteen communities initiated Community Coordinated Child Care committees under the 4-C pilot program administered by HEW: Atlanta, Miami; Wichita; San Antonio; Denver; Los Angeles; Seattle: Holyoke, Massachusetts; Westchester County, New York; Louisville, Kentucky; Flint, Michigan; Helena, Montana; Missoula, Montana; Portland, Oregon; Tupelo, Mississippi; and Zuni, New Mexico. Eight States were selected as 4-C State pilots: New Hampshire; Pennsylvania; Maryland; Ohio; Nebraska; Arkansas; Colorado; and Oregon.

1. Accomplishments

Two years of field experience give evidence that the Community Coordinated Child Care program has laid the groundwork for a sound, comprehensive approach to children's services in communities and States. Despite the difficulties encountered in the early stages of any program involving community organization, and in spite of a shortage of funds, 4-C projects at the local and State level can point to a solid list of specific achievements, most of them continuing into the present time. They include:

- Child care services in pilot and non-pilot 4-C communities have been improved and expanded through the systematic development and coordination of programs designed to meet community needs and initiate new child care programs. The number of child care programs has materially increased. Some 4-C programs have administered or operated services. Communities were helped to plan and set priorities for use of available resources. Exchange of information among agencies has contributed to better services.

- Community resources were mobilized on behalf of children. People from all segments of the community -- governors, mayors, other public officials, public and private agencies and organizations, parents, and concerned citizens -- have been drawn together by 4-C to discuss community needs and find ways to meet them. Existing children's services were surveyed and information exchanged and disseminated. Coordinative agreements were developed with public and private organizations serving children. New sources of funding were found -- often local funds were obtained to match Federal money for new programs. United Givers Funds and other voluntary organizations, as well as colleges, universities and churches, gave their support.

- Administrative relationships between local programs and State and Federal governments were smoothed and simplified. The 4-C program exemplifies the value of having State and Federal objectives fed into the local planning process, and the converse value of State and Federal support for appropriately arrived-at local plans.

- Opportunities for staff development among child care personnel have been enhanced -- Through 4-C, a number of communities have started training programs for early childhood personnel, and have broadened career opportunities for day care workers through close cooperation with Head Start programs.

- Parents were given a voice in policy in program direction -- All 4-C pilots observed the requirement for one-third parent participation on their policy committee and other 4-C's are following this lead. Many parents made valuable contributions to discussion and planning, although problems in optimizing and utilizing parent input still remain.

- Economies resulting from sharing of services and activities and from joint purchasing were realized by some 4-C programs. More efficiencies can be expected as the 4-C program matures in many communities.

Some other 4-C goals have not yet been achieved to a significant extent, such as reaching a maximum number of families, giving priority to low-income families, and providing continuity of care for children by means of highly coordinated services throughout the community. These goals, integral to the 4-C concept, will become more attainable as the 4-C program progresses.

A 4-C program does not conflict with other coordinative bodies in a community, but rather interacts with them. In many areas, 4-C has helped the Model Cities agency with program planning and administration for day care services. Comprehensive health planning projects and CAMPS (Cooperative Area Manpower Planning Systems) are other Federal programs with which many 4-C's cooperate.

2. Regionalization

Although 4-C is a Federal program, its community projects are not administered from Washington. In keeping with a growing trend toward decentralization of Federal programs, the 4-C effort is administered through the ten new Federal regions. A Federal Regional 4-C Committee (FRC) in each region is authorized to approve funding to individual projects, grant recognition to a 4-C program, and provide assistance and advice. Representatives from all major Federal agencies in that region that relate to children's services usually sit on an FRC. Some FRC's include representatives of private and voluntary agencies as well.

3. Parent Participation

Parent participation is an important feature of the 4-C concept with a number of advantages. For one thing, the active participation of parents tends to allay community fears of "Federal control of our children" sometimes encountered. For the parents who sit on a 4-C committee, they have the unique opportunity to be in on the initial planning of child care services for their community, help make policy, and participate in the allotment of funds -- a truly advanced form of citizen participation.

As in most forms of participatory government, problems have been encountered. For example, it is not easy to be sure that all groups of parents (Head Start mothers, foster parents, middle-class families, etc.) are fairly represented. Nor can participants be kept interested once they are involved. Some parents who eagerly participated at their neighborhood day care center find the 4-C concept a bit abstract -- all that talking about planning and coordination! Most 4-C programs, however, attempt to draw out parents on their committees, encourage active participation, and provide them with orientation and even training.

Thus the problem can turn into an asset. A parent who seems shy in the company of glib, knowledgeable agency professionals and community leaders can nevertheless bring a 4-C meeting down to earth by asking such questions as: "Why aren't more day care centers located on bus lines?" and "Why can't we just look up a number in the Yellow Pages to call for information on child care services?"

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4. Funding

Money has been a recurrent problem at all levels of the 4-C program, which followed a deliberate plan of "under-funding." At the outset, enough funds were carved out of the Head Start budget to give most of the pilots $9,000 apiece for their initial administrative efforts. It was recognized that this was a token amount insufficient for normal operations, but pilots were expected to generate additional sources of funds. In mid-1970, small supplementary funds were given to most projects, but their outlook for the future is no higher a level of funding than in the past from HEW.

Most 4-C committees did not receive even the modest pilot funding until they were well into their programs and were forced to survive initially on in-kind contributions of staff time, facilities, and supplies from their communities.

As a result, most 4-C pilot committees retain some of the worst and some of the best characteristics of volunteer efforts. On one hand, they lack permanency and are unable to sustain ambitious projects. On the other hand, they are lean and resourceful, with some proving quite adept at raising funds for their coordinative efforts from such local sources as the National Council of Jewish Women (Louisville), United Givers Funds, and the Junior League (Flint, Michigan). In general, however, the pilots have found that not much financial help can be expected from the States and localities, and 4-C must look to the Federal government for survival.

Indeed, many 4-C's have sought eligibility for certain other Federal funds, the most important source of which is Title IV-A of the Social Security Act of 1967, as amended. For every dollar a 4-C committee can raise from local or State grants or even from private sources (under certain conditions), the Federal government will match it with $3 to expand children's services and finance administrative costs. A recent Federal policy decision verifying Title IV-A funds could be used for this purpose should help a number of 4-C programs around the country to expand and improve their communities' child care services.

Some forty-two 4-C committees have been able to obtain funding for training of child care personnel, mostly under provisions of the Social Security Act and the Education Professions Development Act.

D. BACKGROUND OF THE PROGRAM

The accomplishments of the 4-C program are all the more remarkable when the obstacles that confronted it are considered. The creation of the 4-C program has been described by one participant as "one of the greatest acts of bureacuratic jujitsu in the history of the Federal establishment." Unlike most Federal programs, 4-C began without a specific mandate from Congress and lacked any Congressional appropriation for funding. Administrative authority for operating the program was not vested in any one Federal department, and guidelines for governing it were not released until the program was well along.

The 4-C concept was originated by Jule Sugarman and other officials of the Head Start program, starting around January 1968. Concerned over lack of coordination at all levels of government to cope with the proliferation of programs for young children, they began to design a mechanism to bring order out of chaos. A similar concern was felt by Senator Jacob Javits of New York and other senators and staff of the Senate Labor and Public Welfare Committee, who saw that funding and direction of children's programs were becoming increasingly fragmented as more day care legislation was passed. Tentative direction for coordination of programs was inserted in several sections of the 1967 amendments to Title V of the Economic Opportunity Act of 1964.

After Sugarman became associate chief of HEW's Children's Bureau, in April 1968, he was also named chairman of the newly formed Federal Interagency Panel on Early Childhood, which set up a 4-C work group. Finally, it was decided to make a reality out of the Community Coordinated Child Care concept, and a technical assistance contract was let to the Day Care and Child Development Council of America, Inc. The Council was to build upon the interest that Sugarman and other Federal officials had stirred up in the States, regions, and communities, provide help to selected pilot communities, and monitor fiscal and other aspects of the 4-C program.

Because the 4-C program was starting "from scratch," the early phases were occupied with planning and organizing. Provision was made for the 4-C projects to be administered on a regional basis, with the newly formed Federal Regional Committees (FRC's) holding the powers of pilot selection, funding, and recognition. Several rounds of briefings were held throughout the country, and representatives of State and local agencies and others concerned with community child care came away with a rising interest and enthusiasm for 4-C. An original plan to establish 4-C in all 50 States was modified, and there evolved a demonstration program that was to eventually encompass 24 pilot projects, both State and local. The pilots were to form a model from which other communities could develop their own coordinative efforts.

Meanwhile, bureaucratic kinks were ironed out in Washington. Policy statements and eventually guidelines for the new program were provided by the 4-C Standing Committee in Washington.

By September 1969, most of the nine (later ten) Federal regions had named a State pilot and two or more local pilots. Other communities were organizing 4-C committees without pilot status. In both pilot and non-pilot communities, agency representatives and other interested citizens were beginning to meet and form 4-C committees to discuss child care needs and resources in their locale and to plan for coordination in the future. Most committees found immediately that there was a tremendous demand for any and all information about children's services, Federal programs, funding, etc.

E. HIGHLIGHTS OF FINDINGS

1. Community 4-C Pilots

- The enthusiastic response of many States and communities to 4-C indicates that the need for coordination of services is great and the 4-C concept can be utilized to meet it.
- As soon as it had a phone and an office, a 4-C committee usually found itself "in business" -- referring parents looking for day care, dispensing information, talking to agencies, helping write proposals -- in short, meeting certain community child care needs. The more requests they answered, the more they got.
- Serving as an information clearinghouse for the community on matters relating to child care and development proved an important function of a 4-C committee.
- Nearly all 4-C projects have obtained the cooperation of local public agencies, as called for under program guidelines. CAA's, Model Cities agencies, and welfare departments are foremost among those assisting 4-C's.
- Health and Welfare Councils, as well as other private, non-profit organizations have been most hospitable to the 4-C concept and often contributed in-kind support.
- Generally, proprietary day care operators have been receptive to 4-C, although a few indicated suspicions about program intentions.
- Most 4-C committees took a stand at one time or another on public policy affecting children -- relating to legislation, licensing, or standards.
- Lack of funds and uncertainty about funding has proved a serious problem for all 4-C committees. Since initial funds provided through HEW were insufficient, all programs had to scramble for support from other sources, delaying the start of their coordinative efforts in many instances. While most

programs were successful in obtaining in-kind services (staff time, office space, supplies, etc.) from local sources, they have had little luck in obtaining cash from local, State, or Federal sources. Of 16 local pilots, 11 were totally dependent for money on their pilot grants. A promising source of funds recently approved for 4-C use is Title IV-A money, available under the Social Security Act, as amended, 1967, and the pilots are beginning to utilize this.

- The potential for local coordination of child care services is severely limited by this lack of funds; voluntary action is not enough and States and communities have not been able to give sufficient help. Comprehensive Federal funding is a necessity.
- The role of the coordinating agency is critical to a 4-C program. Usually an agency, particularly a line organization responsible for a service program, cannot coordinate other agencies. While all 4-C committees were fostered in the initial stages by existing agencies, most have incorporated or are doing so to establish their independence.
- Four-C seems to be less successful in large cities where there is little sense of community -- 8 of America's 12 largest cities have shown little interest in 4-C. Rural areas also pose problems in terms of coordination and resources.
- Parent participation is a promising aspect of the 4-C idea that has not been fully realized as yet. As users of day care services, parents bring to the program a practical point of view, but they need encouragement and training to maximize their contribution.
- Some eight communities and four States have achieved formal recognition from their FRC's as fulfilling all 4-C guidelines. In most cases, this accomplishment resulted from strong FRC encouragement and assistance, since no specific benefits accrue to a program upon recognition.
- The pilot and non-pilot 4-C committees that applied for recognition found that the process of obtaining the mandatory coordinative agreements between participating agencies and organizations was more useful in the short run than the agreements themselves. Most pilots have not yet developed formal coordinative agreements, having spent their initial grant period getting organized and seeking funding.

- Valuable training programs for child care personnel, financed with Federal funding, have been conducted in a number of communities under 4-C sponsorship.

2. State 4-C Program

The 4-C concept was not received with as much interest and enthusiasm by the States as by the communities. At least one State declined to be the State pilot for its region, and several of the eight State pilot programs have dragged their feet in initial organization and coordinative efforts.

However, where State 4-C committees exist, nearly all State agencies have cooperated with the program, and 4-C has facilitated a valuable exchange of information among them. Developing joint planning for children's services among State agencies, offering technical assistance to local 4-C committees, and providing information about child care matters are the most important functions of State 4-C's. Most State programs did not have staff available to provide technical assistance to local 4-C committees, as had been intended originally. Four State committees did help local committees obtain Title IV-A funds for child care coordination.

The most effective State committees, both pilot and non-pilot, are part of the governor's office or established by the governor's executive order. Official sanction and support are essential to 4-C success on the State level, while communities can make a start in improving services through voluntary coordination. A number of State 4-C efforts were initiated by State welfare departments, which are usually involved in other Federally supported programs for children as well. Most State committees have found it difficult to obtain balanced parent participation from all parts of the State.

3. Federal Regional Direction

A Federal Regional Committee (FRC) with a strong, skilled chairman, interested in the 4-C concept, was usually able to give significant support to communities involved in or contemplating Community Coordinated Child Care activities. Continuity of such leadership was an important factor. Distribution of information about 4-C among agency representatives at meetings was an important function of the FRC's. An attractive brochure on day care and 4-C prepared by the Chicago FRC was distributed widely in that region, with excellent response.

As Federal officials and regional representatives of their agencies, FRC members had a great deal of helpful information at their fingertips, which they were willing to dispense. Some FRC members made field visits to 4-C communities and answered mail and phone inquiries, with some technical assistance follow-up to encourage communities considering a 4-C effort.

However, because FRC members as agency representatives have many duties other than 4-C, they have never been able to devote the staff time to the 4-C program that the increasing level of local and State interest and activity demanded. In a few regions, FRC members were unclear about 4-C and did not know how to assist 4-C committees. Initially, some regional officials of Federal agencies were reluctant to participate on their FRC because they had no clear mandate to coordinate their own activities regionally through 4-C. Only the Dallas Region achieved some coordination of children's programs on the regional level.

4. Role of the Office of Child Development, HEW

HEW's Office of Child Development is the foremost Federal advocate for the responsive, effective delivery of children's services. It has demonstrated that a Federal agency can administer an intergovernmental coordinative mechanism for both public and private programs affecting children.

OCD's influence on the 4-C program is somewhat indirect, but important. OCD provides staff and administrative support to the inter-agency Federal Panel on Early Childhood and its 4-C Standing Committee, which makes national policy decisions on the 4-C program. The head of OCD's 4-C Division chairs the 4-C Standing Committee. OCD also influences 4-C through the FRC's, which administer the program, because in most regions, OCD's assistant regional director serves as FRC chairman.

However, because OCD was created in 1969 amidst controversy with other Federal agencies over the administration of Head Start and other children's programs, it is sometimes hampered in administering 4-C. Other Federal offices tend to view 4-C as an OCD property, although it is intended to be a broad, inter-agency program requiring cooperation among many agencies. Also, OCD is a new office, still struggling for its role and identity.

Statutory provisions affecting various Federal children's programs have prevented OCD from coordinating all agencies at the Washington level. OCD administers only a few of the some 61 Federal programs that significantly affect children. The joint Federal funding envisioned in 4-C literature is not presently realized, although OCD worked with the Bureau of the Budget on plans for multiple-source funding of a single application.

However, OCD staff did persuade the administrators of the Aid for Dependent Children Program to announce that Title IV-A money could be used to pay administrative costs for 4-C committees for coordination and community planning efforts.

As in the regions, staff insufficiences at the national level also plague 4-C. The 4-C Division personnel in Washington have found it impossible to be in all the places or do all the things that coordination requires.

F. TECHNICAL ASSISTANCE BY THE DAY CARE AND CHILD DEVELOPMENT COUNCIL OF AMERICA

Technical assistance was provided to the 4-C pilot projects by the Day Care and Child Development Council of America (DCCDCA) from June 1, 1968 to August 31, 1970. A national, voluntary membership agency of concerned lay and professional citizens, DCCDCA was founded in 1968 to create an effective voice for children at the local, State, and national levels. As an advocate for children's programs, the Council's major purpose is to generate public understanding of and support for the development of universally available, quality daytime programs for children.

Among the tasks performed under DCCDCA's contract with HEW were the following:

- Conducted briefings on the 4-C program at national and regional Federal conferences on children's services, and at Head Start and a wide range of other meetings. Attended monthly FRC meetings in most regions to exchange 4-C information.
- Helped Federal officials to design and implement the 4-C program at the operational level, and to prepare reports and analyses on the program for the 4-C Standing Committee.
- Provided field assistance, consultation, and training for the 24 pilot communities and States involved in the 4-C program.
- Prepared and distributed literature on the 4-C program, including a 4-C Manual, interim policy guidelines, a fact sheet, publications list, a promotional brochure, a bi-monthly 4-C Newsletter, and a film slide series.

- Oriented and trained its own field project staff, which ultimately comprised a project director and nine field staff officers, with respect to 4-C.
- Disseminated information on the 4-C progam and related subjects, including Federal funding, legislation, licensing, and publications, upon request.
- Interpreted 4-C guidelines for 4-C committees, and helped them get organized.
- Channeled 4-C pilot funds from HEW to pilot projects, helping prepare contracts and monitoring fiscal matters.
- Helped community leaders identify potential sources of funds for child care programs and guided them through proper channels to obtain funding.
- Obtained funds from the Ford Foundation to supplement DCCDCA's field staff capability and materials development effort, and to develop through a subcontractor an early childhood information system to benefit 4-C.

Certain functions were extended beyond the Council's August 31 contract deadline. DCCDCA continued to monitor fiscal arrangements for the pilot through October 31, 1970, and then embarked on an extensive 4-C materials development effort.

As a result of their close involvement with 4-C, DCCDCA's staff members reached the following conclusions on the role of technical assistance in the 4-C program:

- DCCDCA field officers played an important supportive role toward 4-C communities, many of which had no history of effective programs for children or had no financial base, and all suffering from the uncertainties of Federal funding. Pilots tended to view a field officer as a "pipeline to Washington;" that someone came from Washington to help them greatly encouraged them. As such, he became a spokesman for 4-C who exerted considerable influence.
- Despite their ambiguous position as employees of a private contractor, DCCDCA field officers were frequently asked to interpret Federal 4-C guidelines and explain Federal policies.

- Information of all sorts was needed by the projects, particularly information about Federally funded programs, Federal trends relating to delivery of child care services, and pending legislation.

- Field officers acted as catalysts to the pilots, providing support, encouragement, objective judgements, uniformity, and direction.

- Field officers frequently transmitted ideas and information from one pilot project to another.

- Writing proposals for Federal funds was an unanticipated function that many field officers were called upon to exercise.

- Field officers often suffered a credibility gap when they promulgated information from Washington about Federal objectives and programs (Title IV-A funds, for example) that did not function as quickly or in the manner the Washington administrators had originally announced.

- Technical assistance based in Washington, rather than regionally, tended to create difficulties in providing meaningful services to such far-flung, hard-to-reach pilots as Missoula, Montana.

- Some pilot programs matured to the point where they needed more specialized technical assistance (in relation to certain kinds of programs, planning, data collection, etc.), which was beyond the scope of DCCDCA's field officers.

G. SUCCESS FACTORS

The 4-C programs's successes to date in stirring community enthusiasm, establishing coordinative mechanisms for children's services, and expanding funding can be attributed to various factors present in the initial demonstration program:

- The 4-C concept itself, which is innovative, timely, and adaptable.

- Good leadership from the 4-C chairman or staff director in the community, especially in the critical early stages of program development.

- Visible Federal support of local and State plans and priorities developed through the 4-C process.
- Attraction of new resources, principally through Model Cities or Title IV-A funds, but also including local funding.
- Community size and sophistication - 4-C works best in a city together enough to have a sense of community or in a rural area large enough to have appropriate resources -- experience with government anti-poverty programs helps too.
- Technical assistance by skilled field officers familiar with the community.

H. RECOMMENDATIONS

With the expectation that the 4-C program will be on-going, the following recommendations, based on extensive and intensive field experience, are made:

- The 4-C program, now involving both pilot and non-pilot States and communities and the Federal Regional Committees, should be continued, strengthened, and supported by the Federal government. If 4-C is to have a significant effect on child care across the nation, it cannot be limited to the present 24 pilot programs, but efforts in non-pilot communities must also be supported and more cities and States encouraged to develop coordinative mechanisms.
- The coordination of children's services must be acknowledged as a Federal priority, with a national commitment of energy and resources to make it a reality.
- In any new delivery system for children's services, a full partnership between national, regional, State, and local levels of administration should be created to minimize interlevel rivalry.
- The Federal Government should commit itself to provide adequate operating funds for a qualified 4-C committee for at least two to three years.
- The division of policy-making functions between the 4-C Standing Committee and the FRC's needs clarification, as do the interrelationships between the FRC's, recognized state committees, and local committees.

- Information collecting and dispersing capabilities at all levels of the 4-C network should be expanded; the pilot experience indicates that timely information is a concrete commodity.

- The professional staff to the 4-C Division of OCD should be at least doubled to increase its capacity to administer and coordinate the 4-C program.

- Each FRC should provide a full-time professional staff person, probably from the OCD regional office, to work on regional 4-C matters.

- A flexible program of generalized and specialized technical assistance (preferably based locally or regionally) is needed to meet the needs of localities and States just becoming interested in 4-C, as well as those with established programs.

- Periodic workshops, conferences, and training sessions should be held for State and local 4-C personnel and FRC staff and members to permit exchange of information and ideas.

- The process of recognition of a 4-C committee should be revised to provide for several phases, so that the FRC's might make earlier and more productive contacts with active 4-C committees in non-pilot communities.

- Local and State 4-C committees should be encouraged to give more consideration to maximizing contributions of parents to the 4-C program, and more literature on the subject should be made available.

- Because the 4-C concept emphasizes the value of program planning and service coordination at the level closest to the users of the services, metropolitan 4-C committees should develop closer ties with neighborhood groups.

I. THE FUTURE

Given the vast scope of the country's child care problem and the meagerness of the resources that have been committed to solving it at all levels, the Community Coordinated Child Care program has made a promising beginning. The enthusiasm with which communities have welcomed 4-C indicates that citizens are unhappy with inadequate, fragmented services and programs. They want to serve the total child, all children, the total community. Agencies and individuals alike are hungry for new approaches to child care, and 4-C is struggling to provide them.

Thus, the future looks bright for 4-C. The 4-C idea has spread beyond the 24 pilot programs to many other communities and wherever it has been tried, citizens and community leaders have been enthusiastic.

Those citizens who worked long and hard on 4-C programs around the country are determined to keep it going. Pilot project representatives who attended the national Pilot Workshop in Washington during July 1970, sent a petition to HEW Secretary Elliot Richardson urging that all 4-C pilot programs be refunded, that new projects receive funds, and that all levels of government support 4-C in planning and implementing programs for children.

Most important of all, 4-C can be seen as a blueprint for the future, the forerunner of a comprehensive child care plan that could grow out of a true national commitment to the care and development of all children. Under such a program, as yet unrealized, all Federal services for children would be consolidated under one agency, administered by the regions, and planned and operated by the community. Adequated funding would be provided. Comprehensive area-wide planning would assure every child and parent of necessary services, tailored to needs. Staff training and technical assistance would be provided to every community desiring them. Four-C's early goal of funding community programs individually would give way to joint funding, eliminating the wasteful, frantic scramble from one program to another for dollars.

Legislation pending in Congress at this writing would further the cause of coordination of children's services. Foremost among proposed programs is the President's Family Assistance Plan (FAP), which features Federal support for day care services for children of working mothers. Other comprehensive bills would gather under a single authority area-wide planning, coordination, and local decision-making. Also, a Federal Child Care Corporation is proposed. All such plans could be readily adapted to the already developed 4-C structure.

The children themselves and their families would be the chief beneficiaries of this kind of sensible system -- the 4-C of the future.

PART II

OBJECTIVES, FINDINGS AND RECOMMENDATIONS

A. 4-C PROGRAM OBJECTIVES

Concerned over the proliferation of programs for young children and the lack of coordination at all levels of government, officials in several Federal agencies designed a coordinative mechanism called the Community Coordinated Child Care (4-C) Program.

According to the official Interim Policy Guide for the 4-C Program published by HEW's Children's Bureau, 4-C is a system under which local public and private agencies interested in day care and preschool programs develop procedures for cooperating with one another on program services, staff development, and administrative activities. Provision is also made for coordination on the State level.

While the 4-C Policy Guide does not list goals and objectives *per se*, it does suggest ways by which coordination can enhance the quality of services and lists the advantages of community cooperation. Extrapolating from these two discussions, here are the major objectives to which the 4-C program is addressed. They are to:

- Enhance the overall quality of child care services within a community through the systemmatic development and coordination of programs designed to meet community needs.
- Mobilize community resources to assure maximum public, private, agency, and individual commitment to provide more and better child care.
- Improve the quality of services offered by child care agencies participating in the program.
- Simplify administrative relationships between local programs and State and Federal governments.
- Increase opportunities for staff development and progression within and between child care agencies.
- Insure an effective voice in policy and program direction for parents of children receiving services.
- Develop effective and economical methods for delivering services to children and families, reducing costs to agencies through joint purchasing, operations, and activities.

- Reach the maximum number of families possible, giving top priority to low-income families, within available resources.

- Assure continuity of care for each child served in the community.

In the next section, we will consider the degree to which these objectives have been reached.

B. 4-C IN ACTION: MAJOR FINDINGS

If our entire findings on the Community Coordinated Child Care program had to be summed up in a single sentence, it would be this:

> The 4-C program has laid the groundwork for a sound, coordinated approach to child care services in both pilot and non-pilot communities and States throughout the country, and many 4-C projects can point to solid accomplishments, such as expanding and improving services, achieving coordination, mobilizing and informing the community, training staff, and other concrete, measurable steps toward helping children in their early years.

To elaborate on this basic conclusion, DCCDCA presents here its major findings on the Community Coordinated Child Care program that result from field experience in fulfilling the technical assistance contract. The major findings are drawn from a composite of 4-C activities during the pilot phase and are followed by our "Recommendations" on improving and strengthening the 4-C system. The final section of this part contains secondary findings more specifically anchored to the operations of the 4-C pilot projects; it is entitled, "Specific Operational Findings."

1. Fulfillment of Goals

The 4-C program set for itself some ambitious, complicated and slightly vague tasks, according to the Interim Policy Guide for the 4-C Program, Pilot Phase. Because program objectives were not quantified or even clearly delineated, it is not possible to state categorically whether or not they were accomplished. Only a subjective evaluation, based on field experience, can be made.

In terms of the program guidelines, here are some of the 4-C's accomplishments:

- Child care services in pilot communities and in some non-pilots were improved and expanded. Coordination is not an end in itself, but an essential first step in the 4-C process, preliminary to better care for every child. That many 4-C projects worked out coordinative agreements can be considered the start of improved services. In addition, overall 4-C activities often did benefit and upgrade existing services. The number of child care programs in operation was materially increased as a direct result of 4-C efforts, through proposals submitted to Model Cities and CAP, and under Title IV-A. In some areas, a 4-C project administered and/or operated a new child care program where no other appropriate agency was available to do so. Exchange of information and ideas among agencies participating in 4-C resulted in improved services.

- Community resources were mobilized on behalf of children. Through 4-C, public and private agencies and organizations, profit and non-profit groups, and concerned individuals met, discussed community needs, and devoted efforts to improving child care services. Local funds were raised to match Federal money for new programs. Workshops and seminars on child care were held. With the help of 4-C an informed day care community has been created in many areas and community priorities reordered.

- Administrative relationships between local programs and State and Federal governments were smoothed and simplified. In numerous instances, 4-C staff members were able to help communities and even State projects in inter-governmental matters -- interpreting policy and procedures, providing information, and helping with proposals and grant applications. The 4-C program is setting an example of the value of having State and Federal objectives fed into the local planning process, and the converse value of State and Federal support for appropriately arrived-at local plans.

- Opportunities for staff development and progress among child care personnel have been enhanced. A number of 4-C communities obtained grants to train early childhood personnel. Improved standards for staff training, education components, and supportive services were disseminated among projects and agencies, studied, and in some cases implemented. Career development opportunities were broadened through close cooperation with Head Start programs. Some pilots formulated plans for a community-wide system of career progression for early childhood workers.

- Parents were given a voice in policy and program direction in all 4-C pilots. All pilots observed the requirements for one-third parent participation on their policy committees. While not all problems concerning meaningful representation by parents have been resolved by 4-C pilots, parents did make valuable contributions in a number of communities.

- Economies resulting from sharing of services and activities and joint purchasing were realized by some 4-C pilots. Accomplishments along these lines have not been as great as anticipated, but some communities have utilized joint services of consultants, cooperated on purchasing, and planned together for staff training.

- Reaching a maximum number of families, with priority to low-income families, has been achieved by 4-C projects only to a limited degree, but it can be accomplished as child care services in general are expanded and special attention is given to the needs of the specific community.
- Continuity of care for children served is a desirable feature of an overall community child care plan, a result of a high degree of coordination and comprehensive planning. Such continuity is, as yet, a by-product for most 4-C projects, but it should be retained as a significiant goal.

Given the vast scope of the child care problem in the United States and the meagerness of the resources at all levels that have been committed to it, we feel that Community Coordinated Child Care has made a promising beginning.

Success Factors

Pilot project successes can be largely attributed to the following factors, usually found in combination:

- The 4-C concept itself provided an opportunity to look at the community, its children, and its needs in totality, without the eligibility or geographic restrictions of existing programs.
- Good pilot leadership -- most successful pilots had competent, enthusiastic leadership from their 4-C chairmen and staff directors, plus high-level representation from participating agencies.
- Good technical assistance -- timely, on-site consultations by field officers from Washington, familiar with the community, were important.
- Federal support -- concrete evidence of being part of an inter-governmental network, through timely receipt of announcements about Federal programs and by serious attention given to the plans and priorities developed by local and State 4-C committees.
- Attraction of new resources -- funds which 4-C committees attracted for training grants, coordinative efforts or ex-

panded services greatly increased their stature in their communities.

- Community size and sophistication -- 4-C works best in a city together enough to have a sense of community or in a rural area large enough to contain appropriate resources, and in areas that also have experience in government community development programs.

2. Coordination Under 4-C

In some other approaches to multi-agency coordination, one of the agencies being coordinated is placed at the head of the program. Several directors of 4-C committees have found that this approach invariably leads to serious problems. The director of a State 4-C committee describes her experience this way:

> "As I began to work with the agencies, I found that each of them sincerely believed in comprehensive services. Each of them had become aware that administering categorical programs was not meeting the total needs of their clients. They wanted to work together. They believed in coordination. And each of them had independently arrived at the solution of the need for coordination. Each of them proposed itself as the coordinating agency, with excellent rationale for why it should be they rather than their fellows...
>
> "Every person working in an agency has two important goals. The first is to serve people. The second is to maintain and strengthen the agency so that it can serve people. When it comes down to the crunch, and a choice has to be made between the interests of maintaining the agency and the interests of serving people, the reasoning has to be something like this: if I take an action which will weaken the agency I will destroy our capacity to serve people now and in the future. Therefore, in any choice between the interest of the people and the interests of the agency, the agency interests must take precedence.
>
> "This might be all right if there were only one agency, but there are a number of agencies which often threaten one another's interests, resulting in a response to protect the agency. By countless individual decisions, therefore, we are building up agency interests, and our

monies are going into agency maintenance rather than into services to people."

By virtue of its purpose to blend all elements of the child care community into a new committee, 4-C requires a coordinator who is many things to many people. Because membership is voluntary, 4-C is more effective in obtaining wide cooperation if the coordinator strives for a neutral posture. Even under the best circumstances, the trust necessary for coordination through cooperation can only be achieved through prolonged association.

Not uncommonly, a 4-C group would find that more got accomplished at working meetings attended by various agency representatives when the 4-C director presided as a "neutral authority," quite aside from that individual's leadership capability or other personal qualities.

If one agency convened the first 4-C meeting and one of its staff became the coordinator, it took even longer for 4-C to become effective. Assurances had to be given repeatedly to the other participants that policy would be set by all in concert. Usually, there ensued a long period of watching for ulterior motives on the part of the lead agency before the most modest of common efforts were begun.

This strongly suggests that an association of peers is necessary for effective inter-agency coordination and that an existing agency cannot pull together all elements of the communtiy. In particular, no line agency that has a legislative mandate for a service program can coordinate another line agency.

Recognition of this fact has led most local 4-C committees to incorporate or to at least plan for incorporation, so as to act as their own fiscal agents and establish their independence of any one agency or organization. On the State level, the 4-C committee can rise above inter-agency rivalry through affiliation with the Governor's office.

3. Limits of Voluntary Coordination; The Need for Federal Funding

The 4-C demonstration project took the reverse approach to community coordination. Usually, a coordination mechanism starts with a mandate and money, then puts local interest to the test. Unable to get either prerequisite, the framers of 4-C hoped to surface so much local interest through voluntary coordinative efforts that the mandate and dollars would follow. The interest is there, but the money has not flowed freely.

That 4-C generated any activity at all is a reflection of the concern felt over the uncoordinated, inadequate level of child care services throughout the country, and a tribute to the willingness of thousands of citizens to work to improve the situation. That the child care interests in many communities were ready to let 4-C plan for their community reflects their belief that new Federal funds had to be forthcoming soon and 4-C programs might be given priority.

A tie-in between planning and funding is necessary. Many of 4-C's most desirable features cannot be achieved as long as it depends upon voluntary action alone. In 4-C theory, eliminating duplication through such coordinated activities as common training programs and joint purchasing will result in economies. Efforts could then be rechannelled to finance better programs by providing more supportive services or greater continuity of care.

To test these theories would require detailed evaluation of all community services, and preparation of complex plans for building upon existing strengths and eliminating weaknesses. Representatives from child care agencies, from board members and administrators to teachers and aides, do not have the reserves of time or energy to accomplish what is needed through voluntary coordination. Nor do they have the motivation to face a realignment of agency automony and prerogatives. Most of them know that the small increase in services that might be gained if existing programs were perfectly efficient still represents only a fraction of the total needs of their community's children.

Thus, the potential for local coordination is severely limited unless more money for expanded child services is available. Few 4-C pilots seriously contemplate the preparation of comprehensive surveys and plans at this stage. Why should 4-C verify what most of its participants already know -- that more services are needed, in greater variety, of better quality, in more locations -- when there is no money to finance these improvements? Many participants well remember other Federal programs launched with fanfare and full celebration of citizen participation, only to founder because they could not afford the ambitious plans that a hopeful community brought forth.

Despite much talk that 4-C was in line for priority in Federal funding, the plans and proposals developed by community coordinated groups have not been given preference by any established source of funds for children's services -- a fact of considerable impact upon local 4-C efforts.

Similarly, requests for funds to support 4-C staff have no special status. Federal programs from which the 4-C designers expected financial support for 4-C staff have proved generally unresponsive. Even the pilot projects, which apparently will receive demonstration funds for a second year of operation, suffer from a sense of impermanence.

The efforts of the national office of OCD and the Bureau of the Budget to use the 4-C pilot system to achieve joint funding of child care services was frustrated. To mingle appropriations from separately established programs in order to fund a comprehensive child care program proved to be a breakthrough that could not be achieved without amendments in the enabling laws.

It is the pilots' experience that not much help can be expected from the States and localities. The fiscal difficulties they encountered are detailed later in this part. In fact, the lack of stable Federal support is a drawback when a pilot seeks funding elsewhere. As one 4-C staff director put it:

> "We have been in contact with some trust funds in New Hampshire and they say, 'Where is your money coming from?' and we say, 'Well, right now we've got a small grant from the government.' They ask 'What's the future look like?' and all I can say is, 'Well, I really don't know.' They say, 'Are you being abandoned by the government and why?' It puts us in a tough spot all the way around.

Clearly, the immediate future of coordination of children's programs is dependent upon Federal assistance, both for expanded services and for 4-C staff. The Federal government, as the largest provider of social services for children, has the biggest stake in coordination. The Federal tax structure is more progressive and less susceptible to taxpayer revolt than State and local structures. Although 4-C is a public/private and Federal/State/local system, it was established by the Federal government under Federal guidelines. It was planned to meet perpetual needs for coordination, even though funds were supplied only for a demonstration phase with a limited number of pilots. It is the Federal government to which eyes turn for the indications of future support that the 4-C system can build upon.

With the 4-C program off to a promising start, we believe it would be short-sighted for the Federal government to let it lapse for lack of further support. The 4-C participants across the nation are looking to the future. Four-C encompasses concepts of consumer representation and community participation that have become fixtures in new Federal planning. With a major Federal thrust in child care services close to a reality, the Federal government will need a mechanism such as 4-C to carry out the State and local planning necessary to establish new services and run them efficiently.

4. Special Cases: 4-C in Big Cities, Rural Areas, and an Indian Reservation

The size and nature of a community have considerable effect on whether it will have success in forming a 4-C committee. Field experience to date suggests that 4-C is most effective in a medium-size town or city, rather than a big city or a rural area.

In general, 4-C has had little luck in large cities. Of the dozen American cities with a population over two million, eight have shown little interest in Community Coordinated Child Care. The 4-C committee in Los Angeles may have held together only because it was made a pilot. Efforts to organize 4-C in Boston have been abortive to date. In Cleveland, activity had just gotten underway. Only in Washington, D.C., has a big-city 4-C committee shown staying power.

One reason for the poor reception given 4-C in the big cities is evident. Larger cities usually contain "super bureaucracies" that are empires unto themselves. Community Coordinated Child Care works best where community interests clearly takes precedence over the interests of any one participating agency. Thus 4-C may not be able to cope with the large-scale problems that arise in coordinating and administering child care services in a large city with strong, dominant agencies.

The ten metropolitan-wide 4-C pilot projects have not actively encouraged the organization of neighborhood groups to implement coordination. The 4-C Policy Guide contains no guidance on the optimum size of a local 4-C committee and does not mention neighborhood 4-C committees. As it developed, most metropolitan 4-C committees followed the boundaries of the metropolitan county, because local services are administered from this level and are only imperfectly decentralized to the neighborhood level, if at all.

Los Angeles County and Westchester County, New York contain both county-wide and local 4-C committees. Friction between the larger and smaller committees is mainly due to a lack of agreement on their mutual roles and relationships. Only clear direction from State or Federal 4-C authorities, plus guidance and incentives, can permanently resolve these conflicts.

Another hindrance to 4-C development in large cities is that residents of urban neighborhoods seem primarily concerned with immediate services, not planning. The connection between existing 4-C committees, with their emphasis on coordination, and the actual provision of child care services appears obscure to many city residents.

As to rural areas, the most obvious comment to be made is that many rural communities lack enough child care services to warrant coordination. This is not to say that there is no need for day care and child development in such areas, although the per capita requirements are probably less than in cities where there are many mothers working outside the home. But a rural 4-C committee probably should concentrate on educating residents to the importance of good child care and on obtaining resources for developing a system of services. Day care may be more costly in a rural area because of transportation problems for both children and staff.

Tupelo, Mississippi, the national rural pilot selected by the 4-C Standing Committee, did not receive approval and funds until spring of 1970, so that few if any conclusinons are possible as yet on the basis of this demonstration. (See Part IV, Section B for the Tupelo pilot history.) However, certain States and an FRC have encouraged formation of other, non-pilot 4-C programs in rural areas, with moderate success.

Size of area to be encompassed by a rural 4-C is important. The 4-C guidelines do not give special guidance for rural areas. Some practical criteria have been developed by State 4-C committees that provide assistance to local 4-C groups working toward FRC recognition. The Arkansas State pilot found that a single rural county often lacks sufficient resources within itself -- such as a college -- to be an appropriate unit for a coordinative mechanism. Consequently, three multi-county 4-C committees, composed of three, five, and nine counties respectively, were encouraged within the State.

In Massachusetts, where the State 4-C committee's conferring of "State recognition" on local programs provides tangible benefits for a 4-C committee, any multi-town 4-C group must conform to the uniform, sub-State planning regions set by the governor to be recognized.

A special kind of a rural area is an Indian reservation. The 4-C Standing Committee also selected the Zuni Indian Reservation in New Mexico as the site for a 4-C "national pilot." Like Tupelo, this committee is so recently formed that few conclusions can be drawn. However, it is known that there is a special need for child care services on this reservation because many Indian mothers are employed locally in light manufacturing. (See the Zuni pilot history in Part IV, Section B.)

5. The Potential of Parent Participation

As in many community development programs, 4-C requires that some arbitrary number of recipients of the services participate on local and State policy boards. In the case of 4-C, a minimum of one-third of the membership of a 4-C committee must be parents, according to national guidelines. Also typically, the 4-C program gives little further direction or emphasis on recipient membership, beyond the numerical requirement.

In theory parent participation should bring the users point of view to 4-C, balance the professional and official influences on a committee, and allay community fear of "government control of our children."

In practice, however, parent involvement in 4-C is less than ideal. The specific reasons are discussed later in sections on local and State pilot operations. Generally, however, the major flaws in parent participation in 4-C are similar to those in other community development programs that mandate recipient participation, e.g., the poor on Community Action Agency boards and the residents on Model Cities boards.

How to obtain meaningful participation by public service recipients on public policy-making bodies is no secret. Recipients representing natural constituences can learn to overcome their awe of professionals and elected officials and become spokesmen for the group of peers that elected them. If recipients know that there are funds to implement the plans the policy board is charged to develop, they would be more inclined to attend regularly and cope with necessary procedures and red tape. If recipient planning is a serious goal, funds should be made available for the recipients to jointly hire experts of their choice to advise and assist them and time allowed for them to iron out differences, for recipients are probably less homogeneous than other segments of our society.

The 4-C program can provide almost none of these ideal conditions for strong parent-participation. The wonder is that parents bother to attend 4-C meetings at all. Yet the potential value of parent contributions to 4-C committees is great. Parents come to 4-C meetings as experts -- authorities on the needs of their children. Then too, parents contribute a practical viewpoint to 4-C. Coordination can easily become a cliche, and planning bodies tend to forego problems requiring practical solutions in favor of framing problems that result in futuristic solutions. More than any other membership category on 4-C boards, the parents recognize and raise problems that have an immediate prospect of being alleviated by joint community effort.

C. RECOMMENDATIONS

The Day Care and Child Development Council of America has formulated broad recommendations concerning the future operation of the Community Coordinated Child Care Program. These recommendations are based on the findings covered in this final report, stemming from our experience in providing intensive technical assistance to the 24 local and State 4-C pilot projects and occassional assistance to some of the 127 active non-pilot committees. In addition, specific program recommendations are offered.

1. General Recommendations

First: The 4-C program should be continued, strengthened, and supported financially by the Federal government. Present 4-C committees are accepted as community brokers. They are meeting local needs and show promise of providing the comprehensive, citizen-involved planning Federal agencies need to improve quality and achieve an ordered expansion of children's services.

Second: The coordination of children's services must be acknowledged as a major Federal priority, with the national commitment of energy and resources necessary to make it a reality. Community Coordinated Child Care has a limited future as an experiment in reverse coordination -- local and State levels directed to coordinate Federal programs before the Federal level is together. The Office of Child Development, which provides leadership to 4-C has insufficient authority to command extensive Federal coordination. To end wasteful competition between the different Federal programs, agencies and child care programs should be directed to examine and compare goals and coordinate the operations of their programs to the fullest extent feasible. A permanent, inter-departmental mechanism with adequate staffing to help Federal agencies develop mutually compatible objectives and to share information and experiences should be established. The Office of Child Development, which presently has the broadest concerns for children in the Federal structure, is the best site for such a coordinative mechanism.

However, a mechanism for coordination cannot be the total answer to ending fragmentation of children's programs. The delivery system for children's services must be greatly improved as well. While specific recommendations on this matter are beyond the scope of our report, it is clear that inter-governmental administration of service programs must be standardized. For example, child welfare services and Project Head Start both are Federal/State/local programs, but child welfare services are administered principally by a Federally approved State plan, while Head Start is basically a Federally approved local project. The designers of a new delivery system should make every effort to ensure a full partnership between national, regional, State and local levels of administration, to minimize inter-level rivalry.

2. Specific Recommendations

Further, DCCDCA offers the following recommendations with respect to specific 4-C program areas:

Funding

Because non-Federal support for child care coordination is rarely available, the Federal government should provide operating funds for local and State 4-C staff. Pilots and non-pilots alike should be funded. Whether or not 4-C committees become part of the delivery system of a new, comprehensive child care program, their activities in community planning, public information, resource mobilization, and coordination should be supported.

Technical Assistance

A flexible program of generalized and specialized technical assistance is needed to meet the needs of those localities and States just becoming interested in 4-C as well as those with established 4-C programs. Wherever possible, a committee should be able to draw on TA experts based in its own locale or region, administered by the FRC or, where appropriate, by a recognized State 4-C committee.

Guidelines

Certain weaknesses in operation of the 4-C program could be eliminated by revising the original guidelines. The division of policy-making functions between the 4-C Standing Committee in Washington and the Federal Regional Committees, needs clarification, as do the interrelationships between the FRC's, recognized State committees, and local 4-C committees. As the present guidelines provide little real incentive for 4-C programs to achieve formal recognition, a phased process of recognition should be instituted so that FRC's might make earlier and more productive contacts with active 4-C committees in non-pilot communities. The role of parents on 4-C policy boards should be spelled out.

Information

Information collecting and dispersing capabilities at all levels of the 4-C network need to be expanded, for the pilot experience has shown that timely information is a concrete commodity. There should be a constant exchange of information on the experiences of other 4-C committees, on findings from research and demonstration projects in the child development field, and on Federal programs -- program objectives, policy changes, funding levels, and case studies.

Training

Training sessions, conferences, and periodic workshops for local, State, and Federal 4-C participants can be of great benefit to the 4-C program. It is not too late for the FRC's to be trained in the nuances of the guidelines they administer. A few regions have held conferences attended by a cross-section of 4-C members from all levels and the OCD members from each FRC have met together on 4-C concerns. But more workshops are needed within and between the different levels of the program.

Federal Staffing

Present staffing levels for Federal 4-C offices are inadequate; the national staff of OCD's 4-C Division should be doubled at the minimum. Each region needs at least one full-time professional supporting the FRC, probably placed in the regional OCD office.

Neighborhood Coodination

Because the 4-C concept emphasizes the value of program planning and service coordination at the level closest to the users of the services, metropolitan 4-C committees should develop closer ties with neighborhood groups. Metropolitan committees might delegate planning or resource-allocation prerogatives to appropriate neighborhood organizations, and welcome representatives of neighborhood groups set up to benefit children. Neighborhood committees should seek a voice on metropolitan 4-C committees and obtain the larger group's assistance in achieving decentralization of various social services to the neighborhood level.

D. SPECIFIC OPERATIONAL FINDINGS

In this section are presented detailed findings on various operational aspects of 4-C programs, derived from DCCDCA's extensive field work providing technical assistance to the 24 pilot 4-C communities and States over several years' time.

The following topics are discussed in turn: organizing a local 4-C project; local pilot projects in operation; State 4-C pilots; Federal Regional Committees; and the role of the Office of Child Development.

1. Organizing a Local 4-C Project

The communities in which local 4-C pilots were established are: Atlanta, Miami, Wichita, San Antonio, Denver, Helena, Seattle, Los Angeles, Holyoke (Massachusetts), Westchester (New York), Louisville (Kentucky), Flint (Michigan), Missoula (Montana), Tupelo (Mississippi), and Zuni (New Mexico). The latter two are "National projects" -- a rural area and an Indian reservation.

The Initiating Agency

In most pilot communities, a single agency took the lead in getting 4-C started. In Louisville, Wichita, and Denver, the Health and Welfare Councils (supported by United Funds) did the initial work. Community Action Agencies (CAA's) convened 4-C in Helena, Missoula, Tupelo, Miami, and Flint, while in Westchester, Holyoke/Chicopee, and Seattle, existing citizen groups concerned about day care called the first 4-C meetings.

For many pilots, an article in the March-April 1969 issue of the periodical Children, published by the Children's Bureau of HEW, provided the information and impetus to start a 4-C effort. Authored by CB's acting head, Jule M. Sugarman, the article described the organizing activities of the Federal Panel on Early Childhood and other national and retional officials, and detailed the steps a community should take to get a coordinated child care program under way. (Actually, Denver, Wichita and Portland had already partially mobilized in the direction of coordinated child care -- not yet termed "4-C", of course.)

In several cities, 4-C was started by agencies that had been asked by the FRC's to send representatives to the early regional meetings on 4-C held in 1968, with the understanding that these cities were to be designated pilot 4-C projects. This was true for San Antonio, Portland, Atlanta, and Los Angeles.

Financial Support

As indicated earlier, funding has been a thorny problem for all 4-C projects. In this section, we discuss the funding projects were able to obtain during the pilot phase, as tabulated in Figure 1. The case for continuing substantial Federal support for this program is set forth in Section II B 3.

The 4-C pilots received virtually no direct Federal funds -- only minimal amounts from HEW, administered through the technical assistance contractor, DCCDCA. HEW allocated each of the nine Federal regions $18,000 for a 12-month period, letting each region decide how these dollars were to be divided up among the pilot projects it designated. The most common initial amount received by a pilot was $9,000 received by thirteen projects; others were granted sums ranging from $5,000 to $12,000 (see Figure 1). (In mid-1970, some projects received small supplementary amounts, under $2,000 each.)

Obviously these amounts were insufficient to finance a total program of coordination, so all pilots attempted to augment the grants from other sources. This idea never worked too well. Most 4-C's have had little success in obtaining cash (not in-kind services) from local, State, or other Federal sources.

Of 17 local pilots, 11 were totally dependent for money on the modest sums from the Federal pilot program. Four projects obtained cash grants from local organizations: Denver, $9,900 from the Catholic Archidiocese; San Antonio, $6,000 from two local foundations and $5,000 from a multi-county council of governments; Louisville, $4,000 from a State foundation and $6,000 from the local Church of Jewish Women; and Helena, $10,000 from Model Cities.

Two of the 4-C projects, while designated as pilots, were allocated no Federal dollars; these "non-funded pilots" were totally dependent on local support. Missoula was given $10,000 by the Community Action Program (CAP), while Portland survived on various private donations, augmented by in-kind support.

The shortage of ready cash made in-kind services important to the survival of most 4-C projects. All pilots received some in-kind support from local agencies, often consisting of office space, supplies, duplicating services and staff time. Although the value of

Figure 1. Sources of Funds and Other Substantial Support for 4-C Pilot Projects (through August 31, 1970)

Note: "Substantial support" refers to sustained "in-kind" help over at least several months, usually in the form of staff, office supplies, space, or equipment. Not shown are training grants or contract funds for services sub-contracted out.

		CASH RECEIVED					
		FEDERAL 4-C PILOT FUNDS			OTHER		
		FRC ALLOCATION		SUPPLEMENTAL FUNDS 8/31/70			
PILOT	DATE OF SELECTION	AMOUNT	DATE REC'D.		AMOUNT	SOURCE	IN-KIND SUPPORT (SOURCE)
STATES:							
New Hampshire	5/23/69	$9,000	2/13/70	$1,778			State Economic Opportunity Office (SEOO)
Pennsylvania	8/26/69	non-funded pilot					
Maryland	4/8/69	9,000	2/13/70				
Ohio	6/23/69	non-funded pilot					
Nebraska	8/5/69	10,000	3/11/70		$ 250	Private individual	Department of Public Welfare SEOO State Department of Labor
Arkansas	5/7/69	9,000*	10/29/69 &1/12/70	$1,778			Governor's Executive Budget
Colorado	3/27/69	6,000	4/24/70				State Welfare Department
Oregon	8/11/69	8,000	3/25/70				
COMMUNITIES:							
Holyoke/ Chicopee	6/27/69	9,000	2/13/70	1,778			AFL-CIO
Westchester	7/19/69	9,000	2/13/70	1,778			Westchester Day Care Council

*Received FRC allocation in two equal installments.

(cont.)

Figure 1. Sources of Funds and Other Substantial Support for 4-C Pilot Projects (cont.)

		CASH RECEIVED					
		FEDERAL 4-C PILOT FUNDS			OTHER		
		FRC ALLOCATION					
PILOT	DATE OF SELECTION	AMOUNT	DATE REC'D.	SUPPLEMENTAL FUNDS 8/31/70	AMOUNT	SOURCE	IN-KIND SUPPORT (SOURCE)
COMMUNITIES: Louisville/ Jefferson County	4/8/69	9,000	2/13/70		6,000	Council of Jewish Women	Louisville University
					4,000	Kentucky State Foundation	
Atlanta	4/30/69	9,000	2/13/70	1,778			Community Council
Miami	12/11/69	9,000	3/23/70	1,778			Urban Coalition
Flint	6/3/69	12,000	4/9/70				Private lawyer Junior League of Flint CAP General Motors
Wichita	9/2/69	8,000	3/11/70				UGN WACAPI (CAP)
San Antonio	5/13/69	9,000*	12/19/69 &2/13/70	1,778	5,000	Council of Governments	Model Cities
					3,500	Private foundation through Community Council	CAP Council of Governments Community Council
					2,500	Private foundation	
Denver	1/30/69	6,000*	7/28/69 &12/3/69	1,778	9,900	Catholic Archdiocese	CAA Model Cities Private individuals United Fund

*Received FRC allocation in two equal installments.

(cont.)

Figure 1. Sources of Funds and Other Substantial Support for 4-C Pilot Projects (cont.)

		CASH RECEIVED					
		FEDERAL 4-C PILOT FUNDS			OTHER		
		FRC ALLOCATION					
PILOT	DATE OF SELECTION	AMOUNT	DATE REC'D.	SUPPLEMENTAL FUNDS 8/31/70	AMOUNT	SOURCE	IN-KIND SUPPORT (SOURCE)
COMMUNITIES:							
Helena	6/26/69	6,000	1/13/70		10,000	Model Cities	CAA
Missoula	3/27/69	non-funded pilot			10,000	CAA	CAA
Los Angeles	8/11/69	5,000	2/13/70				Los Angeles Council of Churches
Seattle	8/11/69	5,000	2/13/70	8/12/70	1,778	Child care operator	UGN
Portland	8/11/69	non-funded pilot			2,000 3,000 2,500 2,000 2,000 1,500	UGN Private foundation " " " " Council of Jewish Women Pacific Bell	Portland Development Commission Model Cities
NATIONAL:							
Zuni	1/28/70	9,000*	5/19/70& 6/12/70				
Tupelo	3/20/70	9,000	5/21/70				CAA - Lift, Inc.

*Received FRC allocation in two equal installments these services is difficult to ascertain, we estimate that it was of minor significance in nearly half of the Federally funded projects, amounting to 15 percent or less of their total budget. In other pilots, the relative importance of in-kind services was much greater.

The pilot projects' financial problems were intensified by the considerable lag between their selection as a pilot and actual receipt of the meager sums of Federal cash -- an average of six months, and for some close to ten months. Most local pilots did not enter into a sub-contract for pilot funds before December of 1969. Then, because of delays in physically transferring Federal funds to DCCDCA for transmittal to the pilots, many projects did not get their checks until February or March, 1970. This resulted in delaying staff hiring and coordinating activities.

The use of Federal funds available under Title IV-A of the Social Security Act is a promise that has not yet quite materialized for 4-C. Under Title IV-A, 75 percent of funds spent by a public welfare agency for "services provided in behalf of families and children, e.g., community planning..." is reimbursed by the Federal government through the States. Thus, in theory, Title IV-A money could be used to coordinate child care programs. This was used as a selling point to communities early in the 4-C organization effort. However, its actual use for 4-C was not clarified and (in effect) approved by the administering office (HEW's Social and Rehabilitation Service) until mid-summer of 1970.

Now some Title IV-A dollars are beginning to trickle down to the child care community. By the time this report is published, a number of 4-C projects, among them Denver, Portland, and San Antonio, should have received Title IV-A funds. Model Cities serves as an important channel for the use of Title IV-A money -- cities having an active Model Cities program are far more likely to obtain IV-A funds for day care. (See Appendix B concerning Title IV-A.)

However, the future of this source of money for coordination of child care activities is uncertain because of limitations imposed by certain legislation pending in Congress.

The Organizing Phase

Most pilots, with the encouragement of the DCCDCA field staff officers, did not wait to receive pilot funds, but began to explore permanent organizational structures upon pilot designation. Of course, the long wait for funds did inhibit organizational efforts.

The organizational phase lasted longer than Federal planners had anticipated. Although local agencies generally agreed with coordination as a concept, they were uncertain, on one hand, whether 4-C locally would threaten their autonomy, and, on the other hand, how 4-C could benefit them. To seek out all interests that should be represented on a community-wide cooordinating body, to get them to meetings, and to arrive at a common understanding of the purposes of the local 4-C organization was a lengthy process. Some communities found it difficult to recruit enough interested parents to constitute the required one-third of the committee.

Prior to the advent of 4-C, few pilot communities had broadly-based organizations concerned about children. Flint, Michigan was probably typical. In the opinion of their 4-C coordinator, Gwen Crawley, Flint probably would never have "gotten off the ground," had it not been designated as a pilot project, despite the fact that some interested persons in the community had been meeting about child care problems for two years.

An early Flint 4-C meeting brought together the heads of the two largest day care centers in the city. Although one woman had been in business for 22 years, and the other for 12, they had never before met!

Local 4-C committees found they became effective in speaking for the children in their community only to the extent that they gained credibility as representatives of all child care interests. The 4-C experience parallels that of more extensive community organization efforts: to become a respected community broker is an evolutionary process requiring legitimate representation from all community interest groups.

Committee Composition

Pilots that held mass public meeting of the day care community to explain 4-C usually organized council, assemblies, or associations, and made every attendee a member. Thus, most local 4-C committees are large assemblages of voting "stockholders," who elect a board of directors or an executive committee (ranging in size from 9 to 30) to do the work of running the 4-C effort. Few of the large membership bodies contain as many as one-third parents, but all executive committees and boards of directors list at least one-third parents, in accordance with 4-C national guidelines.

Each community contains a half-dozen agencies or associations that dominate the child care field. The 4-C pilots devised methods to include them on 4-C boards more or less permanently. If the following predominant child care interests existed in the particular pilot community, they were included on the 4-C Board:

- Community Action Agency
- Public welfare office
- Model Cities
- The planning council of the United Fund
- City-wide day care association
- A public economic development corporation such as the Council of Governments

Conspicuously absent from this list is the office of the Mayor or the chief elected county executive. It is unfortunate that more stress was not placed during the organizational phase of the 4-C program on gaining the cooperation of these officials, for the few local committees that included the Mayor or his representative found them to be key participants.

The major membership categories on local 4-C committees are: parents, public and private agencies, voluntary organizations, and individuals (businessmen, educators, etc.). A breakdown of membership of local committees is presented in Figure 2. However, this chart should be considered only a general indication of the make-up of 4-C committees, as complete data could not be assembled for this report.

Participation by Public Agencies

Because 4-C is intended to coordinate existing (as well as potential) child care efforts in a community, its guidelines require that the member agencies on a 4-C committee "represent at least 50 percent of the total Federal funds received in the previous fiscal year for day care and preschool programs in the community..." To do this, a 4-C pilot needs the cooperation of the major local agencies administering Federal programs, such as Community Action Agencies (CAA's), welfare department, and Model Cities offices, where these exist.

In theory, this places 4-C at the mercy of one or two large local agencies; in many cities, for example, if the CAA chose not to participate, the 4-C program could not meet the 50 percent requirement in order to become officially recognized by HEW. Indeed, an occasional CAA proved recalcitrant and threatened non-participation. But those problems were worked out and, in practice, the pilots have been successful in persuading nearly all relevant public agencies to

Figure 2. MEMBERSHIP OF LOCAL 4-C PILOT COMMITTEES: A BREAKDOWN

NOTE: This chart is based on incomplete data in DCCDCA files. It was not possible to ascertain the exact make-up of all 4-C committees. The absence of a "Y" (Yes) or "N" (No) in a space indicates that definite information was not available -- a blank space does not imply the absence of such members on that committee. A "Y" is simply positive, but "N" could either mean that the agency or organization listed is not a 4-C member, or that no such group exists in that pilot. Furthermore, the list of categories is not exhaustive; a few categories are omitted, either for purposes of simplication or for lack of information.

															NATIONAL PILOTS	
CATEGORY OF MEMBERS	HOLYOKE, MASS	WESTCHESTER, N Y	LOUISVILLE, KY	ATLANTA, GA	MIAMI, FLA	FLINT, MICH	WICHITA, KANS	SAN ANTONIO, TEX	DENVER, COLO	HELENA, MONT	MISSOULA, MONT	LOS ANGELES, CALIF	PORTLAND, OREG	SEATTLE, WASH	TUPELO, MISS	ZUNI, N. MEX**
PARENTS																
Head Start programs	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Private centers	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y		
AFDC recipients	N		Y	Y	Y		Y	Y	Y	Y	Y		N	Y		
Parent Teacher Assn.	Y			Y			Y		Y	Y	Y		N	N	Y	
Retarded Children's Assn Mem	Y				Y		Y	Y	N		Y		N	N	N	
CHILD DEVELOPMENT CENTER DIRECTORS*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
PUBLIC AGENCIES																
Community Action Agency (Includes Head Start)	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	
Employment Security Dept	N	N	Y	N	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	
Department of Public Health	Y	Y	N	Y		Y	Y	Y	Y	Y	Y	Y	N	Y	Y	
Mental Health Dept/ Mental Retardation Office	N	Y	N	N	N	Y	Y	Y	Y	N	Y	N	N	N	Y	

* Representatives of publicly supported, private non-profit, and proprietary centers.

** The Zuni pilot committee is in process of being organized.

(contd.)

Figure 2. MEMBERSHIP OF LOCAL 4 C PILOT COMMITTEES: A BREAKDOWN (cont.)

CATEGORY OF MEMBERS	HOLYOKE, MASS	WESTCHESTER, N Y	LOUISVILLE, KY	ATLANTA, GA	MIAMI, FLA	FLINT, MICH	WICHITA, KANS	SAN ANTONIO, TEX	DENVER, COLO	HELENA, MONT	MISSOULA, MONT	LOS ANGELES, CALIF	PORTLAND, OREG	SEATTLE, WASH	NATIONAL PILOTS	
															TUPELO, MISS	ZUNI, N. MEX*
PUBLIC AGENCIES (Cont.)																
Model Cities agency	Y	N	N	Y	Y	Y	Y	Y	Y		N	N	Y	Y	N	
Municipal housing authority			Y	Y	Y	N	N	Y	N	N	N	N	Y	N	N	
School districts	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Dept of Welfare, Social Svcs.	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Child and Family Services, Child Welfare Division	N	Y	Y	Y	Y	Y	Y	Y	Y		Y		Y	Y	Y	
PRIVATE AGENCIES																
Catholic Charities	N	Y	N	N	Y	Y	Y	Y	N	Y	N	N	N	N	N	
Day Care Assn.	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	N	Y	Y	N	
Health and Welfare Council	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	N	
Mental Health Assn.	Y	Y	N	Y	Y	N	Y	Y	N	N	N	N	Y	N	Y	
YWCA	Y	N	N	N	Y	Y	Y	Y	N	N	Y	Y	N	Y	N	
YMCA	N	N	N	Y	Y	Y	N		N	Y	Y	N	N	N	N	
VOLUNTARY ORGANIZATIONS																
Assn/Early Childhood Educ.	N	Y		Y	Y		Y	Y	Y	N	N		N	N	N	
Assn/Proprietary Operators	N	Y	Y	Y	Y	Y	N		Y		N		N	Y	N	
Chamber of Commerce/ National Alliance of Businessmen	N			Y			Y	Y	Y		N		Y	Y	Y	
Junior League	N	Y	N	N	N	Y	Y	Y			N		Y	Y	N	
Labor unions	Y		N	Y			Y		Y	Y	N		Y	N		
National Council of Jewish Women	N	Y	Y		Y	Y	N		Y		N		Y	N	N	
INDIVIDUALS																
Businessmen/industrialists	Y	Y		Y		Y	Y	Y	Y		N	Y	Y	Y	Y	
Early childhood educators	Y	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	
Elected officials (city councilmen, etc.)	Y			Y			Y	Y	Y		N	Y	Y	N	Y	

* The Zuni pilot committee is in process of being organized.

become participating members.

CAA's generally have cooperated with 4-C, taking the lead in organizing the project in about one-third of the pilot communities. Denver, Wichita, Helena, Missoula, and Tupelo received in-kind support or cash from their local CAA's. Most pilot projects courted the local CAA, emphasizing that 4-C was a voluntary program that needed CAA cooperation to succeed. As a rule, the CAA's view 4-C as a good idea that represents the wave of the future in Federal policy toward child care programs.

At least some CAA's sponsoring Head Start programs grasped that 4-C could help make their career development programs a success. By providing expanded opportunities for Head Start-trained teachers and directors to feed into other community day care programs, 4-C could actually free Head Start job slots so that more parents could begin to climb the child care career ladder.

However, this apparent "plus" was seen as a "minus" by a few Head Start people, who considered 4-C a potential threat. This was true in Denver, where the 4-C-Model Cities project got organized in early June and hired some Head Start staffers who were without summer jobs, paying them more than Head Start had. In response to complaints by a CAA Director, at the national 4-C Conference, the Denver 4-C director declared:

> "All I can tell you is that you have trained some good people!"

After the laughter died down, he added a defense:

> "To me, if you are going to attract the kind of people you want -- if you want quality child care -- I think we are going to have to pay for it...Our salary scale is up above anyone's else's. This has posed a threat to many private operators and to the Head Start people. This doesn't do very much for (our) public relations...Personally I don't think we are a threat to anyone and I am going to do everything in my power to make sure that we don't pose this image from here on. It is very possible that if we don't change this image, something will have to happen.

In the non-pilot project in Houston, a similar incident occured -- the CAA publicly questioned the goals and motivations of the 4-C committee. Some CAA's seemed to feel that 4-C fell into the "bosses and boll weevil" category of the Green Amendment, seeing it as part of a scheme to weaken CAP's by carving Head Start away from them and to dilute this popular preschool program for poor children.

Local welfare departments actively participated in 4-C development for the most part, but were rarely the convenors or foremost leaders. Generally, welfare departments tended to take a defensive posture, having been too often slammed as bastions of regression by anti-poverty leaders.

Information disseminated by the national 4-C program lead 4-C committees to believe that they could obtain expanded Federal child care funds through the welfare agency under Title IV-A of the Social Security Act. However, when confronted with requests for help in obtaining Title IV-A funds for such purposes, most local welfare people said in effect, "It can't be done." Indeed, many road blocks did exist in such a scheme, which often proved impossible under existing State plans.

Most Model Cities agencies, busy writing first-year action programs, were friendly toward 4-C. Because their social services planners were rarely familiar with child care program, they looked at 4-C for expert assistance. The national Model Cities Administration sent out several circulars to the City Demonstration Agencies (CDA's) explaining 4-C and detailing how Model Cities supplementary money could be matched with other Federal funds through Title IV-A to fund child care programs. As a result, Model Cities agencies have been the only local funding sources consistently receptive to 4-C proposals to fund staff. The approval process has proved so slow, however, that only a few 4-C projects have received IV-A money as of the date of this report.

As a rule, the smaller public agencies were enthusiastic about 4-C. The mental health and mental retardation agencies, frequently turned away by the big programs such as Model Cities and CAP hoped that 4-C might facilitate funding and other support for them. A number of public health departments also became conscientious members of local 4-C committees.

Concentrated Employment Programs (CEP's) often expressed interest in 4-C, but the local offices of State employment agencies and public authorities were considerably less concerned.

Surprisingly, local school departments, even those receiving preschool grants under Title I of the Elementary and Secondary Education Act, were poor attenders of 4-C meetings and some even appeared antagonistic toward 4-C. Differences of opinion over pupil/teacher ratio between many early childhood educators and public school kindergarten administrators was apparently the source of some conflict.

Participation by Private, Non-Profit Agencies and Voluntary Groups

The contribution of private, non-profit service agencies (those with professional staff) to 4-C is considerable. Health and welfare councils, the planning arms of United Givers Funds, are consistently found among the leaders of 4-C locally. Almost one-third of the pilots received cash or in-kind support from these councils or directly from United Funds.

United Funds and their planning councils appreciated that 4-C considered them partners in child care matters with public agencies. Faced with demands for day care accelerating much faster than their financial bases, United Funds were particularly interested in the potential for matching private funds through Title IV-A.

Foster-care and other children's protective agencies and local chapters of Planned Parenthood, YWCA, the Visting Nurse Association, boys' clubs, hearing societies, cerebral palsy associations, and organizations for childhood education and retarded children are among the other private, non-profit organizations that join the 4-C effort locally.

All pilots included civic organizations on their committees, among them the Chamber of Commerce, League of Women Voters, Council of Jewish Women, Junior League, American Association of University Women, welfare rights organizations, and social and fraternal organizations with charitable programs for children. Several local pilots recruited an interested elected official, such as a judge or city councilman to serve on the 4-C committee.

Also, early childhood educators from local colleges and universities were usually found among 4-C participants. These academicians sometimes took much interest in the mechanics of organizing 4-C committees and setting goals.

Proprietary Participation

All local pilots sought out associations of proprietary day care operators to participate in 4-C and encouraged individual nursery schools and kindergarten operators to join as well. A few proprietors refused to have any connection with 4-C because they opposed Federal intervention in child care, while some others were suspicious of 4-C, seeing it as a policing or monitoring type of group that might attempt to impose unwelcome standards on them.

Generally, though, proprietary operators were hospitable to 4-C. They were particularly interested in possibilities for upgrading staff skills through free training courses sponsored by public agencies and coordinated by 4-C. Denver and Wichita designed projects for proprietary participation that received enthusiatic response. In Seattle, 4-C organizers, noting that some proprietary centers had trouble filling in for staff members who were absent, drew up a list of qualified persons willing to serve as substitute teachers and aides. The 4-C office serves as a clearing-house for those substitutes, who are paid a regular salary by the centers that utilize them, and also provides a free employment service for persons wishing to work regularly in the day care field.

Parent Participation

From the start, the 4-C program required that "parents being served by child care programs" make up at least one-third of any 4-C policy committee. While the proportion seems rather arbitrary, the general intent was to ensure "maximum feasible participation" and self-determination on the part of the users of child care services--parents. In practice, however, the requirement of one-third parent participation raised as many problems as it solved. The 4-C program guidelines did not really explain what to expect of parents or how to utilize their input. For one thing, some pilots complained of the rigidity of the one-third requirement and reported trouble in getting parents to attend 4-C committee meetings, or even understand the rather abstract 4-C concept.

Many local 4-C organizers were unclear about ways of getting parents to attend 4-C meetings -- they relied on such simple strategems as asking a social service professional to bring some parent he knew to a meeting or asking the director of a private nursery school to bring one of her mothers.

That many local programs for children did not have allied parent groups was a large part of the problem. A strict fulfillment of the 4-C requirement that local parents be "representative parents selected by parents" frequently was possible only by utilizing Head Start Policy Advisory Committees (PAC's), where parents were accustomed to electing one of their number to represent them. Welfare recipients were rarely organized, despite a mandate in the 1967 Social Security Amendments that advisory committees to welfare departments have client representation. Few child care centers supported by United Funds or neighborhood churches even held parent meetings. Some proprietary centers refused to give parent names to 4-C.

Because official guidance was limited to the phrases "representative parents" and "selected by parents," local 4-C committees varied widely in deciding whether their member parents were spokesmen for other parents and whether the full range of the community's programs were represented by parents. To what degree a 4-C committee is responsible for seeing that participating parents are truly representative of community programs and are democratically selected by other parents is not squarely addressed in 4-C literature. Seldom did 4-C staffers attempt the time-consuming task of organizing parent elections among programs that did not hold parent meetings.

However, most 4-C committees did seek parents from a variety of child care centers -- public, United Fund-supported, and proprietary. Some -- like Wichita -- included parents from all neighborhoods and all local programs, including parents of retarded or handicapped children; parents representing foster care homes; cottage parents in institutions; solo parents; PTA representatives; and Follow-Through parents.

Once in a 4-C committee, some low-income parents seemed intimidated by the vocabularies of the professionals and by the reputations of some community leaders. This was not often so, however, of the Head Start parents. Usually elected by their PAC's and knowledgeable about child care programs through PAC activities, they had a constituency and a familiarity with the community that some 4-C parents lacked.

To be sure, parents do not function as a bloc. Four-C presents no compelling reason why a Head Start parent should have much more in common with a parent of a child in nursery school than with the rest of the committee.

Although 4-C committees were on their own after they met the formality of one-third parent participation, they did not ignore the parents. Committee meetings were often held at night so working parents could attend. Parents were elected to 4-C offices and appointed to head committees. Four-C committees have observed that it is often the parents who raise the gut issues and every day problems. For example, some parents attending a 4-C organizing meeting in Nebraska remained silent for some time, then brought up certain pragmatic points, e.g.:

> "How come the day care centers are never on the bus line? If they want to serve me and my job, why can't some of them move?"
>
> "When I move to a new town, why can't I go through the Yellow Pages and find under "Child Care" one place where I could call?"

Another example of a parent making a real contribution took place in Portland, Oregon, where citizens were having little success in explaining the unrealistic requirements of the licensing law. It was not until the 4-C committee recruited a low-income mother who was a 4-C member to go before the State legislators and "tell it like it is" -- that working and paying for licensed day care, she ended up with $10 a month less than she would get on welfare--that the legislators took notice.

In short, parents are often more interested in the care of their children and convenience of services than in the more abstract matters of organization, funding, and administration of a coordinative program.

A Wichita 4-C staff member made the point that because participation on 4-C committees is a growing process it is too much to expect "instant involvement" by parents. She said:

> "I think the people we have heard so vocal at this particular point are the people who are already clued in so they plan to participate. But the silent onlookers that you find in the parent meetings -- don't turn them off. Don't think that they are not talking because they are stupid. Most of the time, they are listening and learning, because this is a new process for them. They aren't vocal about it because they are not going to open their mouths and say something that is going to make them look like fools. When they do understand what't happening, they will make a contribution."

Various ideas for involving parents more intensively have been tried by pilot projects. Talking personally to each parent on the committee, bringing in more male parents, and helping parents to realize that they can really affect things that happen in their community are some of the methods utilized. Another notion, not yet tested, is that of establishing a single parent-advisory baord in each community that could be consulted on expenditures by all pertinent public programs -- Model Cities, 4-C, Head Start, and the like.

Still, it is clear that 4-C committees have only imperfectly defined the selection of parents, what special functions they should perform, and how 4-C membership can benefit them. In our "Recommendations" section, we call for more guidance and more technical assistance to 4-C committees concerning the role of parents.

2. Local Pilot Projects in Operation

Onced organized, the degree of pilot activity was determined by whether or not it had full-time staff, which in turn depended largely upon receipt of Federal pilot funds. A few projects, such as Denver and San Antonio, were able to obtain donated staff immediately after being designated as pilots on the strength of promised pilot funds. But most local pilots could hire no staff until funds were on the way. Consequently, the bulk of the pilots' activities was compressed into the six or seven months between the arrival of funds and the final termination of the technical assistance contract on August 31, 1970.

Although the 4-C guidelines encourage pilot activities tailored to local conditions, the time constraints and lack of continuing financial support meant that most of the pilots faced much the same problems. Staff coordinators, when they could be hired, had to embark on the following tasks:

- Complete the organization of the 4-C policy committee
- Explain 4-C to the community at large
- Respond to evident community needs and be useful where possible
- Identify and obtain a continuing source of funding for 4-C staff
- Achieve coordination

Completing Committee Organization

In many pilots, there were still time-consuming organizational tasks to perform: parent gatherings to attend to obtain representatives to 4-C, agencies to contact to become members, and offices to establish. In some communities, the 4-C pilots were busy trying to establish a stance independent from the prime nurturing agency so as to better represent all community interests. In other communities, the 4-C coordintator had to convince an important agency that it should participate completely in 4-C

A number of local pilots worked on obtaining written commitments from participating agencies. These generally fulfilled a dual purpose: assuring that agencies were familar with 4-C and comfortable enough to commit themselves to it in writing; and getting official agency representatives who could speak for their agencies.

Preparing and ratifying by-laws, then holding elections for board members and officers under the new by-laws were tasks that often continued well into what was meant to be the operational phase. Pilot budgets and work plans had to be prepared.

Almost all of the pilot projects developed by-laws, and most found it an instructive process. DCCDCA provided copies of sample or model by-laws from other pilots and offered advice and assistance. (Representative samples are included in Appendix D) Some pilots simply utilized one of the models that seemed to suit their purposes and went on to other business. But other pilots spent considerable time and effort developing original by-laws, using the process of formulating purposes, principles, and priorities to develop consensus and identity among the 4-C committee members. Studying membership and voting procedures pointed up ways of determing how to best respond to community needs.

Explaining 4-C to the Community

The 4-C concept had to be explained and interpreted not only to 4-C members, but to the larger community as well. Staff coordinators collectively addressed many outside meetings, of business and professional, women's, civic and social clubs. Several pilots prepared newsletters and one issued progress reports.

Meeting Community Needs

As soon as they had phones and offices, 4-C committee members found themselves involved in community needs relating to child care, whether it was a mother trying to find a private nursery for her child or a center interested in qualifying for food commodities. The 4-C offices discovered that the more inquiries they answered, the more they got. From modest beginnings, many 4-C offices rapidly became information exchanges and looked ahead to establishing complete referral services and information clearing-houses. Pilot staffs gathered available data on day care in the communities; often they conducted surveys of their own. Several pilots prepared fact sheets for community distribution on licensing, funding sources, surplus food programs, nursing assistance, and useful books, pamphlets and films.

A function that 4-C committees performed well was identifying and mobilizing a community's human resources in behalf of children's programs. Largely through informal contacts, 4-C commmunities discovered that they had a wealth of personal resources...that many of their citizens were trained in services relating to children or had practical experience useful to others. Through 4-C, expert speakers were identified; researchers were informed about operators with interesting programs and vice-versa; businessmen interested in day care in industrial settings were put in touch with program planners; housewives with early childhood degrees were put on substitute teaching lists; and citizens with dance or art skills were utilized as volunteers in day care programs. The 4-C program often provided a focal point to which all these people could relate.

A majority of the local pilot projects received at least one of the 41 Federal training grants earmarked for 4-C communities over two fiscal years. Developed in cooperation with local colleges, the grants could be used either to upgrade the educational skills of child care personnel in child care programs, or more broadly, to instruct community leaders in the ramifications of coordination. These accomplishments lent significiant credibility to the 4-C pilot as a mechanism that would increase the resources available for quality community programs.

The 4-C pilot projects utilized these grants to sponsor seminars on community resources and leadership and to hold workshops on such subjects as nutrition, health, safety, counseling, homemaker services, and family day care homes.

Four-C committees are particularly appropriate as sponsors of training programs. They are in a position to know which subjects would meet with wide interest, and who in the community should be invited to attend.

Four-C leaders and staff were often called upon to help plan new programs and write proposals for participating agencies. Many helped prepare the day care components for the first year action plans. For example, several 4-C members prepared the Model Cities proposal in Flint, Michigan. It was, the 4-C coordinator said, "the first time the issue of quality care was addressed" in a public program in Flint. The 4-C committee there also helped plan the conversion of the summer Head Start program to a full day program.

Public Policy Stances

All 4-C committees took an active interest in public policy concerning children. Many 4-C participants obtained summaries or copies of pending Federal legislation through their 4-C offices, and expressed their views to their Congressmen and Senators. Committees undertook to educate the public on behalf of high-quality local programs, variously supporting the child care plans of Model Cities agencies and Head Start plans to convert summer programs into full-year child care.

And the majority of 4-C committees took stands at one time or another on improving the quality or streamlining the procedures of State and local programs. For example, 4-C officials in the Holyoke/Chicopee and Portland pilots testified before panels of State legislators in behalf of more rational laws on licensing day care facilities. In San Antonio, 4-C participants conveyed their concern over the low teacher-pupil ratio of a pre-school program funded by Title I, ESEA, to Federal funding officials.

In most 4-C committees, there is a subcommittee dealing with one or more aspects of public policy, -- legislation, licensing and standards. The emphasis placed by individual 4-C committees on influencing public policy at this stage in their development seems to mirror the character of the committee initiators. Those committees spearheaded by a citizens' group tend to place more emphasis on social action than do committees first called by agency professionals.

Obtaining Funding for 4-C Activities

In addition to writing proposals for community agencies, 4-C staffs kept busy trying to fund their own operations. They explored the possibilities for financial support from a participating agency, from private foundations, and through Title IV-A of the Social Security Act. The 4-C committees learned much about the complexities of Title IV-A, most of it discouraging, although a July 1970 memo from Washington verifying that 4-C was eligible for IV-A contracts for community planning and coordinating lifted some spirits. (See Appendix B for description of Title IV-A.) The importance on continuing funding for the 4-C program is discussed more fully in Section II, B.

Role of a Coordinator

Coordination is only one of the time-consuming functions of 4-C staff, along with administration, fund raising, and public information. Each of these functions calls upon special skills, but most 4-C committees were able to hire just one professional-level person to do them all.

The role of coordinator is perhaps the most demanding. To be effective, the coordinator must maintain an independent, non-threatening posture. But once accepted as a catalyst and an agency go-between, the coordinator can significantly improve community programs through "cross-fertilization" -- by visiting participating agencies, talking to administrators and parents, identifying gaps and duplications in services, and suggesting ways to pull together the loose ends. The staff of the 4-C pilot projects often achieved informal coordination of this sort as they judiciously circulated good ideas and good practices through the child care community.

Efforts at Coordination

The great majority of pilots have not yet developed formal coordinative agreements. The largely unsuccessful attempts to obtain continuing funding were exhausting and drained time and energy the 4-C staff coordinators would have prefered to devote to coordinative agreements. Whether a pilot prepared an application for recognition was generally a function of FRC activity (See the following section on FRC's.)

Only three pilots have prepared formal, written coordinative agreements, in partial fulfillment of the specific criteria for 4-C recognition. These agreements did not describe operational coordinative mechanisms, as there was not time to develop these. There were, however, commitments from agencies, centers, and some organizations to implement specific tasks related to program coordination, staff development, and administrative coordination.

The process of getting uniform written agreements for purposes of 4-C recognition frequently resulted in rather legalistic commitments. Obtaining the agreements was sometimes more of a formality -- "Sign this, so we can get Federal recognition" -- than a process of identifying needs and reaching a consensus about how cooperative efforts can lead to solutions.

Nevertheless, the process did require putting on paper the state of coordination in that community. The requirement for obtaining agreements is sound and the processing of doing so is valuable to the applicants. Where done, it led to a greater understanding of 4-C among the committee and gave the program a tangible accomplishment. Also, written agreements provide needed continuity, for memories dim and agency executives change frequently. Unless agreements are written down, there can be no assurance that understanding is really attained.

Although most pilots had but a short time for comprehensive study of all the aspects of their community that could benefit from coordination, they did what they could to assist their communities' programs for children. Following is a partial list of coordinative accomplishments by various local pilot projects:

- Prepared a directory of children's agencies providing services in the county. (Westchester)
- Served as the local outlet of the Department of Agriculture's surplus food program. (Seattle)
- Jointly sponsored a conference with the community college that resulted in the formation of a Day Care Operators Association. (Seattle)
- Subcontracted with the New Careers and CEP Mainstream programs and with the high school to provide on-the-job training to students. (Portland)
- Administered and funded other agencies to help staff neighborhood referral centers. (Portland)
- Conducted a conference for private nurseries and kindergartens on how to utilize the TV program Seasame Street in their programs. (Flint)
- Assisted in the development of a model child-tracking and information system for child care agencies. (Louisville)
- Organized community-wide attendance at a Head Start consultant's presentation on the creative use of toys and play in child development centers, pursuant to a formal inter-agency agreement on staff development. (San Antonio)
- Set up a 4-C job referral center that receives an average of 12 calls a week from persons interested in working with children and matches agency requirements with resumés on file. (San Antonio)
- Rated field trips sponsored by 4-C participating agencies in terms of interest to the children, educational value, costs, transportation arrangements and convenience. (Holyoke/Chicopee)
- Sponsored a day-long, community-wide workshop on parents' role in child development and day care centers. (Holyoke/Chicopee)
- With an earmarked 4-C training grant, helped a junior college establish a two-year degree program in early childhood in the San Antonio area and helped negotiate the grant and select the twenty low-income scholorship students. (San Antonio)

- Maintained a list of persons who could substitute as teachers in day care centers. (Seattle)

- Conducted a study to determine the need for before and after-school care, which was eventually sponsored by the YWCA. (Missoula)

- Prepared job descriptions for new Department of Labor positions. (Atlanta)

- Helped the Housing Authority plan the construction of a day care facility. (Atlanta)

- Devised and implemented an expanding chain system of tornado and civil defense warnings for centers and agencies. (Flint)

- Established a central referral system in the 4-C office. (Flint)

The above list reflects only some of the coordinative activities that 4-C pilots have put into practice. But most pilots have devoted much thought and planning to the coordination they hope to begin as soon as resources allow. Many of the plans are substantial, for example:

- Seattle plans a system of joint purchasing of food and equipment to serve 71 centers.

- San Antonio is collecting agency personnel policies and job descriptions preparatory to designing a community-wide system of career progression.

- Portland expects to have a $1 million program it can disburse to child care agencies that can hire and supervise professionals needed to upgrade and fill in the gaps in the community programs. The pilot plans a tough evaluation of this approach to coordination.

Operating Child Care Services: Denver's Experience

The local pilot became a direct operator of child care services. The Metropolitan Denver Child Care Association (MDCCA), was asked by the Denver Model Cities agency to administer its child care component in the absence of any more appropriate agency.

Believing they could subcontract out the operation of services to existing agencies and still maintain their position as a broad inter-agency coordinating body, the 4-C pilot committee accepted the role of prime administrator, for the Model Cities program. However, Denver's city auditor decided that fiscal accountability became too tenuous if a Model Cities' delegate agency entered into subcontracts. With no other source for paying its staff, the MDCCA felt compelled to operate the entire program itself.

Thus, the Denver 4-C committee manages a large child care program, training family day home mothers, hiring teachers for centers, determining program content, and constructing buildings. The 4-C committee realizes it has become a large operating agency, threatening or at least in competition with other agencies. The MDCCA executive director has acknowledged that they may have lost the cooperation of other large operators, public and private, but hopes that MDCCA can convert to the role of coordinator or prime administrator as in other 4-C pilots once the Model Cities program is in full operation.

In any event, the Denver pilot affords a preview of how 4-C agencies might function as prime grantees under the proposed Family Assistance Plan (FAP). The Denver 4-C board is, of course, broadly representative of the community. Parents comprise at least one-third of its policy board. While administering the $719,000 child development program for Model Cities, the Denver 4-C committee initiated productive relationships with the following:

- State Department of Education, to direct a $73,000 EPDA training project for day care mothers and their supervisors.
- Child Welfare League of America, to train an additional 125 day care mothers in all aspects of child care.
- Pediatricians of community health centers, to provide health care instruction to the day care mothers.
- Training home for mentally retarded, to train 20 day care workers.
- Research center, to devise an infant stimulation program for day care mothers.
- Denver Urban Renewal Association and the Denver public schools, to set up model day care centers in remodeled ghetto homes for the training of senior high school girls in child care.
- Suburban zoning council, to urge less restrictive zoning laws.
- Private housing developers, to urge them to include day care centers in their plats to escape later zoning restrictions.
- Franchised day care operations, to offer to include their personnel in training programs.

- Private hospital, to assist in planning for industrial day care.

- Several large hospitals in unison, to assist in day care for WIN enrollees in nurses aid programs.

- Modular construction firm, to set up four buildings for day care classes.

3. State 4-C Pilots

State pilot 4-C committees have been established in the following states: New Hampshire, Pennsylvania, Maryland, Ohio, Nebraska, Arkansas, Colorado, and Oregon

The 4-C concept has not been received with the same interest and enthusiasm by the States as in the communities. For example, Georgia declined to be the State pilot for its region, while Pennsylvania did not approve and return its contract to receive $9,000 in 4-C pilot funds until months after receiving it. The designation of Ohio as a State pilot has sparked almost no efforts to coordinate from State officials.

An observation made in 1968 by 4-C planner, Jule Sugarman, might be applied to State efforts:

> "4-C is a program of voluntary and willing cooperation. If it does not work in a particular community, then 4-C is not for that community."

Where State 4-C committees were initiated, State agencies nearly always expressed a willingness to cooperate with the program. It was found that a valuable exchange of information and ideas took place when representatives from various State child care agencies met regularly under 4-C aegis. Also, statewide private and propreitary agencies and organizations were interested in a partnership.

In many respects, the experiences of State pilots in implementing the 4-C concept proved similar to those of local projects. Disjointed Federal programs that come to communities nearly always go through the State machinery. At both levels, agency professionals recognized the problems caused by fragmentation of children's programs and were anxious to improve the situation. Like the communites, the States found the dispensing of general and technical information on child care matters to be their most obvious and appreciated 4-C function.

Initiating Agencies

More frequently than in local pilots, State 4-C efforts were initiated by welfare departments, many of which were already enmeshed with other Federal programs relating to child care. The AFDC program, run in accordance with a "State Plan", focuses on welfare departments and calls for day care as an optional service. Many State welfare departments gained increased awareness of the need for coordination through experience with the Work Incentive Program (WIN), under which provision of child care is mandatory. States were confronted with lack of ready day care facilities and difficulties in coping with day care referrals from employment security departments for mothers in training. In no State did these programs work smoothly; in some, difficulties proved insurmountable.

Thus, 4-C was greeted with interest by welfare departments in a number of States. In Nebraska, Colorado, and Pennsylvania, the welfare departments took the lead in forming 4-C committees. In Oregon, the first chairman of the 4-C committee was from the welfare department, although the initiating group was the Governor's Commission on Youth, an appointive body. The chief of the mental retardation unit of the New Hampshire Welfare Department started 4-C there with s small interagency committee.

Elsewhere, other agencies took the lead. In Arkansas, 4-C was initiated by the Governor's Council on Early Childhood Education, while the impetus in Maryland came from a citizen group, the Maryland Committee for the Day Care of Children.

All State pilot directors have staffed offices, although Maryland and Oregon did not hire staff until late in the summer of 1970. These offices are largely welfare-supported in Nebraska, Colorado, and Pennsylvania. In New Hampshire, donated space from the State Economic Opportunity Office is their only resource outside of pilot funds. In Arkansas, the Governor's executive budget pays the salaries of the 4-C professionals.

The most effective State 4-C committees, both pilot and non-pilot, are either part of the Governor's office or established by the Governor's executive order, or both. A participant in discussions of State pilots during the 4-C workshop summed it up as follows:

> "The Governor is the only alternative coordinator of all the State agencies ... when you are from the Governor's office or from a Governor's committee, you have a lot more status than someone representing one of the State agencies."

The cooperation sought by State 4-C committees is of a different nature than in communities. At the local level, voluntary coordination is more feasible. Local 4-C committees often found that they could best avoid interagency animosities and ensure cooperation if they were independently incorporated

Among State pilots, however, only New Hampshire is incorporated. State 4-C's find that it takes more than a neutral stance to get agency cooperation; official sanction and support are essential. Probably because of their proximity to the Governor's office and the State legislature, State departments are more conscious of sources of authority.

While it seems clear that State 4-C committees that are interagency or part of an executive office of the Governor are more effective than those sponsored largely by a single State department, no further generalization is possible. States vary widely in how they organize inter-departmental study commissions, planning commissions, and executive offices charged with coordination. Deciding on the most effective placement for a State 4-C agency requires a detailed study of the structure of that state. Two pilots, Colorado and Oregon, have never found effective niches in their States' structure.

Size and Composition

State 4-C committees are smaller than local committees. The dozen or so State agencies with a possible impact on children's programs are represented, but there are fewer non-governmental interests in State-level 4-C than in the communities.

The agencies and groups typically represented on State pilot 4-C committees are indicated in Figure 3.

Parent Participation

While the role of parents in 4-C seems self-evident to local pilots, their participation on State 4-C committees, which are further removed from the operational level, has been questioned. A leader of the Maryland 4-C Committee declared at the national Pilot Workshop that he could see a role for every group required on a 4-C State committee except the parents; that they have "no use on the State level."

Parent participation on State committees has proved difficult to obtain, especially attempting parent representation from all parts of the State. Thus, while some local 4-C pilots have "gone public" by having large membership assemblies that choose a board of directors, the State pilots operate with only a small policy committee.

August 31, 1970

Figure 3. MEMBERSHIP OF STATE 4-C PILOT COMMITTEES - A BREAKDOWN *

	NEW HAMPSHIRE	PENNSYLVANIA	MARYLAND	OHIO	NEBRASKA	ARKANSAS	COLORADO	OREGON
PARENTS	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Head Start Program	yes	yes	yes		yes	yes	yes	
Private Centers	yes	yes	yes		yes			
AFDC Recipients	no		yes		yes	yes	yes	
PTA Member	no		yes			yes	yes	
State Assn. for Retarded Children	yes				no	yes		
STATE AGENCIES	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Department of Education	yes	yes	yes	no	yes	yes	yes	yes
Employment Security Department	yes	yes		no	no	yes		
Employment Services Offices				no	no			
Gorvernor's Office	yes	yes	no	no	yes	yes	no	yes
Department of Public Health	yes	yes	yes			yes	yes	yes
Department of Labor	yes			no	yes			
State Economic Opportunity Office (Includes Head Start)	yes		yes	yes	yes	yes	no	yes
Department of Welfare/Social Serv.		yes	yes	yes	yes	yes		yes
Child and Family Serv. Div./ Child Welfare Serv.	yes		yes	yes		yes	yes	yes
Maternal and Child Health Div.	yes		yes					
Mental Health Div./Mental Retardation Office	yes		no		no	yes	no	yes
MISCELLANEOUS MEMBERS								
City Offices for Model Cities	yes		yes	no	no	no	no	no
Colleges or Universities	no		yes		yes	yes	yes	yes
PRIVATE SECTOR	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Association for Mental Health			no	no	yes	yes	no	yes
Assn./Proprietary Day Care Operators	no		yes	no	yes	no	no	yes
Catholic Charities	yes		yes	no	no	no	yes	no
Child Development Centers	yes		yes	yes		yes		yes
Early Childhood Education Assn.	no		yes	no	yes	yes	yes	yes
Industrialists/Businessmen	no		yes	no	no	no	yes	yes
Organized Labor	no		yes	no	no	no	no	no

*This chart is based on incomplete data in DCCDCA files. It was not possible to ascertain the exact make-up of all 4-C Committees. The absence of a "Yes" or "No" in a space indicates that definite information was not available -- a blank space does not imply the absence of such members on that committee. A "Yes" mark is simply positive, but "No" could either mean that the agency or organization listed is not a 4-C member, or that no such group exists in that pilot. Furthermore, the list of categories is not exhaustive; a few categories are omitted, either for purposes of simplification or for lack of information.

Most new 4-C committees, whether State or local, tended to fill the requirements for at least one-third parent membership by importing parents from the closest source, in order to get operating as quickly as possible. State pilots that followed this practice often found themselves with some parent members who were overwhelmed by the jargon of professionals and alphabet-soup references to agencies, as well as overawed at being away from their home communities. Such attitudes could easily inhibit their effective participation.

However, where States get representatives from existing broadly based groups specially organized on behalf of parents, such as State or multicounty Policy Advisory Committees to Head Start, these parent members are usually confident, knowledgeable, and concerned about child care issues.

Activities

Coordination receives less emphasis at the State level than in 4-C communites, largely because State committees have little contact with the direct delivery of child care services. They seldom deal with children, parents, and staff at the operational level. For this reason, suggestions concerning coordination in the State 4-C guidelines are less extensive and compelling.

However, development of joint planning for children is services among State agencies is called for in many State 4-C plans. New Hampshire's application for recognition requires such planning as a kind of coordinative agreement. Suggestions for joint training of agency staff mentioned in the 4-C guidelines met with interest on the State level in New Hampshire.

Information gathering and dissemination is a primary function of State 4-C committees. While they do not usually conduct their own surveys of day care centers and services as a local committee does, State committees often examine and catalog information on available resources. For example, the Nebraska 4-C pilot undertook a comprehensive study of its State's child care facilities and needs. The task was described by the pilot representative at the 4-C Workshop:

> "... In Nebraska we sat for a year .. trying to get recognized before we got the actual money, just talking ... We weren't really able to do anything until we got a full-time person on board working for 4-C, doing the kinds of things that needed to be done.
>
> The first thing we found was that we didn't know what the resources in the community or State were. So the first thing our 4-C coordinator did was to poll the various agencies. We

> got statistics on licensed child care facilities, programs, number of people in training, proprietary centers, and people in working force. We pulled all that together and sectioned the State, county, by county, region by region, area by area, with the need ... the people, the women in the working force, the number of day care centers, number of children, and the projections. And we plotted it, so that we had a picture of what the need for day care was."

New Hampshire has prepared and distributed fact sheets on State and Federal aid to day care programs, providing such information as where to obtain the services of a public health or visiting nurse, and eligibility requirements for Federal surplus commodities. A comprehensive manual listing all regulations of Arkansas agencies dealing with child care is planned by that State's 4-C committee.

The State pilots of Arkansas and New Hampshire prepared extensive applications for recognition, and were approved by their FRC's near the end of the technical assistance period. The value of the recognition process, specifically the coordinative agreements obtained, is parallel to that of the experience of local pilots, described earlier.

Technical Assistance Role

State 4-C projects are the middle link in the 4-C network. Where a State committee exists, it is inteded to channel information from the FRC's to local 4-C committees, and to forward local applications of various sorts to the FRC's with recommendations. In addition, State 4-C committees are supposed to provide technical assistance to communities that are starting or implementing 4-C projects, advising them about State programs and otherwise encouraging and monitoring their development.

In practice, the State pilots did try to assist local 4-C efforts whenever invited to do so, but lack of staff with time to travel around the State was a handicap. No pilot State was able to engage in the luxury or organizing its State systematically for 4-C, although the recognized non-pilots of Vermont and Massachusetts, which had special resources, made a start.

When State 4-C personnel did engage in technical assistance efforts, it was usually in connection with their other duties. For example, the chairman of the Nebraska pilot was a ranking welfare official department official who was utilizing Title IV-A as a new resource for expanding children's services. In localities where he was helping new centers get started, he also supported local 4-C committees.

In a few cases where State 4-C committees really exercised their influence and prerogatives in the State capitol, the local 4-C projects realized solid benefits. Four State committees with outreach activities (Arkansas, Nebraska, and the non-pilots of Massachusetts and Vermont) provided crucial help in liberalizing application of Title IV-A funds to finance local child care activities in their States. Not only did 4-C personnel provide expert advice, but they obtained high-level clearance for innovative uses of IV-A money. Arkansas' first IV-A application that converted private money into State funds so as to activate the 75% federal matching funds was walked through the state welfare department by 4-C and approval was finally obtained.

4. Federal Regional Committees (FRC's)

According to the initial 4-C concept, the program was to encompass State and local pilot projects, with guidance provided in Washington by the 4-C Standing Committee of the Federal Panel on Early Childhood. After consultation with regional officials, this approach was modified and significant administrative responsibilities were assigned to the Federal Regional 4-C Committees (FRC's). Thus there was a lag in the organization of FRC's, which meant that many State and local 4-C committees were more advanced.

The inclusion of the regional level in 4-C precedures, the organization of the FRC's, and their early activities through the selection of pilot projects are described in Section IV, A. A summary evaluation of FRC effectiveness appears earlier in Section II, B.

Functions

An elaboration of FRC duties was provided by the chairman of the 4-C Standing Committee in a memo to FRC's in March 1969, as follows:

- Administer the 4-C program and make reports to the Standing Committee.
- Act as a point of contact, provide an information flow to local and State 4-C programs, and respond to their request for information.
- Respond to requests for assistance from 4-C communities, and otherwise help develop local and State programs.
- Organize their own activities to permit a coordinated approach to a community.
- Approve applications for recognition as a 4-C program and recommend communities for priority for certain training grants.

Most FRC's settled on regular dates each month for their meetings and developed practices for disbursing information among their members and for reviewing applications for training grants earmarked for 4-C. The Region VII FRC (Dallas) early adopted functional procedures that formalized its operations, and a few other FRC's followed suit to lesser degrees.

Staffing problems arose. Both FRC members and support staff had many official duties other than 4-C. In the early months of the FRC's, it was not always easy to get applications duplicated or to locate a secretary to take minutes. This situation did not significantly improve when OCD got organized regionally and took primary support responsibilities for the FRC's. One regional employee, the OCD specialist in community programs for children, was then given official duties that included 4-C, but in most regions staff time available to 4-C did not increase. One specialist admitted that she got to 4-C matters at night and on weekends, which was probably the rule rather than the exception.

In general, no FRC had the real resources to accomplish much in the way of disseminating information or furthering coordination. In addition to staffing problems, most agencies represented on the FRC had not made high-priority commitments to 4-C. Thus, FRC members could not devote the time to the program that the increasing level of local and State interest and activity called for.

However, some FRC's with strong leadership were able to make a contribution to the 4-C program on several levels, as detailed below.

Leadership

Leadership was the single most important element in an FRC's effectiveness. Whether the FRC organized to provide technical assistance to its region, established an information flow, or made the expertise of Federal program administrators available to State and local 4-C programs seemed to depend upon strong leadership by the Federal committee, usually the chairman. Continuity of leadership was crucial. One FRC got off to a fast start, but when the chairman transferred jobs, it lost momentum.

Effective FRC leadership generally came from individuals who held relatively high rank in the region, were determined 4-C would succeed, and were skilled in running a committee. They had to be able to conciliate the major interests, while insisting that action be taken.

Initially, most FRC's were chaired by an official from HEW's Office of Social and Rehabilitation Services. After a major HEW reorganization, the assistant regional director (ARD) for the new Office of Child Development assumed the FRC chairmanship in most regions. Those ARD's who were new to the 4-C program required many months of familiarization before they could give sure and consistent leadership to the Community Coordinated Child Care program. The work of establishing OCD as a new bureau left the ARD's with little time for 4-C concerns.

In two regions, however, strong 4-C leaders transferred to OCD in the reorganization. One leader retained the FRC chairmanship, while the other moved from vice-chairman to chairman. In another FRC, where a strong 4-C supporter was already FRC chairman, the chairmanship did not transfer to the OCD representative and the 4-C leader was retained.

Membership

Federal Regional Committees are both inter-departmental and inter-agency. Both departments and agencies within departments are represented on the FRC, so as to include spokesmen from all the significant Federal programs for children that are regionally administered. Federal membership on the FRC's ranges from 9 to 15 representatives. In general, the following are included:

- Office of Economic Opportunity (OEO)
- Department of Health, Education, and Welfare (HEW)
  - Social and Rehabilitative Services (SRS)
  - Office of Child Development (OCD)
  - Public Health Service (PHS)
  - Health Services and Mental Health Administration (HSMHA)
- Department of Labor (DOL)
  - Women's Bureau
  - Manpower Administration
- Department of Housing and Urban Development (HUD)
- Department of Agriculture

Assistants to the HEW Regional Director are members of four FRC's. In Denver, the Department of Interior's Bureau of Indian Affairs is represented. The Department of Labor's Women's Bureau, although unable to expand to all ten regions, has two of its regional directors sitting on the FRC's in their respective regions, and a third who is a member of three FRC's -- Kansas City, Dallas, and Denver.

An examination of FRC membership lists does show some major agencies missing in certain regions. In Region I, OEO is not represented, while the Department of Agriculture does not appear on the Region IV FRC list.

Several FRC's have expanded from strict Federal membership to include representatives of State governments. In the Dallas region, representatives of the governor have been _ex-officio_ members from the start. They attend and speak up at meetings and receive all communications, but do not have a vote on policy matters. All five States in this region have organized State 4-C committees. The Boston region FRC is following suit, having met with the governor's representatives for the first time in February 1970.

The Boston and Dallas regions have held discussions on obtaining parent membership as well. Participants at a recent Boston regional 4-C workshop petitioned the FRC for voting membership for parents and States.

Another difficulty was that FRC members vary widely in their understanding and appreciation of the 4-C program. It was frequently a long process before an FRC worked out its responsibilities and capabilities for helping pilots develop and encouraging 4-C in non-pilot States and communities. After picking the pilot projects in their regions, at least several FRC's did not seem to know what to do next. A participant in the 4-C pilot workshop observed that, from the distance of his community, it seemed that:

> "The FRC felt that the Day Care and Child Development Council had a contract and it was up to them to get the pilot going... they (the FRC members) were going to sit back and be judgemental:

Another workshop participant observed that, when FRC members had official duties involving travel about their region, they often failed to keep 4-C interests in mind, i.e.:

> "...On their own, they don't broadcast the 4-C word...It may be a common complaint that the FRC members themselves are not all together, that they do not have a common view of 4-C."

Training and orientation sessions for FRC members undoubtedly would have speeded up and deepened their understanding of the 4-C concept and program. While the functions for FRC's as delineated by the chairman of the 4-C Standing Committee were simple and sensible, how to accomplish them was not always self-evident. Exploring practical functions with respect to 4-C through training sessions could have been useful.

Since their formation, two major events have transformed FRC membership:

(1) The reorganization of HEW in the fall of 1969 put most of HEW's Children's Bureau and OEO's Project Head Start into a new Office of Child Development (OCD), while at the same time parts of the Social and Rehabilitation Service (SRS) were reshuffled into OCD and into a new Health Services and Mental Health Administration (HSMHA). Also, a new Community Services Administration was formed within SRS.

(2) Creation of ten new Federal regions with common, uniform boundaries for each Federal Department organized on regional levels, was authorized. This will simplify travel arrangements for FRC members, some of whom had to travel many miles to attend meetings. In Region VII, the OEO representatives had to fly from their headquarters in Austin to Dallas FRC meetings, while the HUD member of Region I's FRC traveled from New York City headquarters to attend the Boston FRC meeting.

Coordination on the Regional Level

The ultimate in FRC effectiveness would be to accomplish coordination among Federal services on the regional level through interpreting State and local child care needs. It is not clear, however, whether anyone expected an FRC to do this. Federal Regional Committees were charged with administering the 4-C demonstration project, which called for the States and localities to coordinate their child care programs.

However, agencies with regional offices were not required to integrate their own activities. The only instruction to FRC's that could be so construed is a slightly ambiguous function delineated by the chairman of the 4-C Standing Committee, which indicated that FRC's should "organize their own activities, insofar as possible to permit a coordinated approach to a community."

As a result, FRC's sometime had difficulty getting busy senior regional officials to accept membership on the committee and agency delegates to attend regularly. Regional officials saw 4-C, not as a new thrust of direct relevance to their own programs, but as a demonstration relating mainly to States and communities.

Perhaps the closest thing to FRC coordination of Federal agencies occurred in the Dallas region. There, the Regional Council (established by the Nixon Administration to get the regional directors of the various regionalized departments coordinating) asked the FRC to investigate whether lack of available day care was a significant factor in the small number of referrals for training under WIN in the States in that region. Because WIN responsibilities are shared by HEW and DOL, this assignment was, perforce, interagency. Thus, the FRC performed as a kind of subcommittee for children's programs for the Regional Council.

Exchange and Distribution of Information

Nearly every topic raised at an FRC meeting led members to exchange information about their programs. Members of the Region V (Chicago) FRC spent their first meetings reviewing in detail each other's programs for children. This data was then completed and complied in an illustrated brochure on the 4-C program that included the name and phone number of each program administrator. On occasion, several other FRC's scheduled presentations on Federal programs of interest to their members.

Some FRC's distribute printed information to State and local committees. The Chicago FRC prepared an attractive booklet* that set forth the need for day care and explained the 4-C concept in popular terms. FRC members distributed this brochure at meetings they attended around the region -- including meetings that were instigated when a copy of the booklet reached local hands.

No other FRC found the resources to prepare informational material of this professional caliber. However, most answered requests for information on 4-C by mailing out simple fact sheets, the Interim Policy Guide (prepared in Washington), and other basic explanations of 4-C. Mailing lists of State and local leaders of 4-C committees were maintained by several FRC's which regularly sent out memos and notices of interest.

Technical Assistance to State and Local 4-C's

The frequency with which committee members visited State and local committees can be considered one measure of FRC effectiveness. In some FRC's, only a few members made trips to the field and then infrequently. However, in Regions V and VII, some FRC members travelled often. Wherever FRC members took the trouble and interest to make such field visits, the DCCDCA staff officers participated by providing technical assistance to non-pilot 4-C committees as well as to pilot projects.

In Region VII, each FRC member had principal responsibility for pilots and non-pilots in a State in the Region, and was expected to provide on-site technical assistance in that State to the extent authorized by his supervisor. The Manpower Administration representative was assigned to Oklahoma; the OEO Community Action member to Louisiana; the Children's Bureau member to Texas; and the OEO Head Start member to Arkansas and New Mexico. Each visited his or her State several times and gave the rest of the Committee preliminary reviews of applications from the State's 4-C committee.

All FRC's received inquiries about 4-C. Those that responded to their mail and followed-up occasionally with technical assistance generally encouraged the formation of more 4-C committees in their regions.

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*Chicago Federal Regional 4-C Committee, Day Care in Your Community Through the Community Coordinated Child Care Program, Chicago, Illinois (1969).

If an FRC has been active and effective, there are likely to be more established non-pilot committees in its region that have hired staff, formed permanent organizations, or at least met regularly. Our incomplete survey indicates that there are over 125 non-pilot committees at work throughout the country (see Appendix A).

In Region VII, many of the State and local committees listed had direct contact with the FRC. Two State and 14 local 4-C committees have applied for "steering committee recognition" from the FRC, a preliminary relationship designed to encourage 4-C committees by signifying they have organized correctly and are thus eligible to submit, along with pilots, applications for the earmarked training grants. Four of the local non-pilot communities with recognized steering committees have gone on to become fully recognized as operating 4-C committees.

Region I has developed criteria for a "Region I/Phase I" recognition to similarly encourage and open communications with serious non-pilot communities.

However, sometimes an active 4-C organization in a community is attributable to the efforts of the State 4-C committee, rather than the FRC. For example, probably none of the six local 4-C committees listed in Massachusetts has been visited by an FRC member or an OCD staff member. Rather, the State organized and deployed temporary technical assistance consultants trained in 4-C, and designed criteria for State acknowledgement of local 4-C committees.

Individual FRC members have a great deal of information at their fingertips and effective FRC's make sure that this expertise is available to and utilized by 4-C committees. In Region VII, the FRC lets it be known that each member is an expert in some Federal program for children. State and local 4-C committees are encouraged to contact the appropriate FRC member for information on the purposes or funding of the programs each administers, or for referral to the proper program official.

Similarly, it is greatly encouraging to pilot and non-pilot projects alike to be able to call upon a Federal official for ready information about a Federal program. At the regional level can be found officials who know the status of inter-agency reviews of Model Cities proposals and the latest regulations of Title IV-A of the Social Security Act, and who have an overview of State and local programs. Whether or not a particular official is on the FRC, he is readily available to FRC members. In one instance, a local pilot wanted to know if a school district's use of Model Cities money for a preschool program education program with a 1-to-28 adult-child ratio could be disapproved in the next funding cycle for poor quality. The

DCCDCA field officer went to the FRC chairman, who set up an appointment with the appropriate Office of Education official on the regional Model Cities review team.

Recognition of 4-C Programs

A local or State committee's application to its FRC for recognition as a full fledged 4-C program is presently the culmination of the 4-C process. Pilots are expected to work toward recognition, but no time limit is imposed and no specific benefits accrue to recognized 4-C programs under national 4-C guidelines. Thus, States and communities that apply for recognition are either strongly self-motivated to achieve this status, expect recognition to give them some sort of serendipidal priority with the Federal structure, or are responding to a special incentive from the FRC.

In any case, an FRC that is receiving applications for recognition is probably one that is actively encouraging 4-C development in its region. Few 4-C committees will take the trouble to comply with the criteria and compile and duplicate required materials unless they have received active guidance and assurance as to what the FRC required of them.

Occasionally an FRC provides a special incentive for a committee to apply for recognition. In Region VII, key officials have informally decided that only recognized 4-C committees may be a party to Title IV-A purchase of service contracts, either for planning or for direct services to children.

Those 4-C committees that have attained recognized status by the end of August 1970 are listed in Figure 4.

5. Role of the Office of Child Development

Delegated Responsibility for 4-C

Following a general mention in the Economic Opportunity Act of 1967 that OEO and HEW should coordinate their child care efforts, the 4-C program was created by inter-agency agreement. No Federal enabling act or appropriation action mentions 4-C, but it was recognized in the Federal Register, September 23, 1969, in connection with rules and regulations establishing the new Office of Child Development (OCD) within HEW. OCD in Washington was to provide leader-

Figure 4. RECOGNIZED 4-C COMMITTEES BY REGION
(As of August 31, 1970)

4-C COMMITTEE AND REGION	DATE OF RECOGNITION	FRC DESIGNATED PILOT
Region I (Boston)		
Vermont	May 16, 1970	no
Massachusetts	May 21, 1970	no
Holyoke/Chicopee	August 18, 1970	yes
New Hampshire	August 18, 1970	yes
Region V (Chicago)		
Indianapolis, Indiana	March 26, 1970	no
Gary, Indiana	June 9, 1970	no
Region VII (Dallas/Fort Worth)		
San Antonio, Texas	April 16, 1970	yes
McAlester, Oklahoma	April 16, 1970	no
El Dorado (Union County), Arkansas	May 21, 1970	no
Waco, Texas	May 21, 1970	no
Houston, Texas	June 9, 1970	no
Arkansas	August 11, 1970	yes

*Recognized by its Federal Regional 4-C Committee (FRC) as meeting the specific criteria for recognition set down in the 4-C Interim Policy Guide, which require written evidence that committees are correctly organized and have obtained interagency coordinative agreements.

ship and staff to the 4-C Standing Committee of the Federal Panel on Early Childhood, while OCD regional offices would provide leadership and staff to the Federal Committees responsible for 4-C.

As an official responsibility of the new agency, 4-C gained a measure of permanence it previously lacked. It became part of the response to President Nixon's call for a "national commitment to provide all American children an opportunity for healthful and stimulating development during the first five years of life."

The 4-C program's association with OCD might be termed a mixed blessing. Many of OCD's efforts to advance the interests of 4-C have been hampered by the fact that it is a new agency that has had to struggle for its role and identity.

OCD was created amidst a complicated, protracted controversy among other Federal agencies over who would administer Project Head Start, the Children's Bureau, and welfare programs for children. Although OCD's mandate to coordinate children's programs is broader than that of any other Federal agency, the office is still plagued by the lingering effects of earlier controversy when it attempts to implement broad programs requiring the cooperation of other agencies. As a result, 4-C is sometimes viewed as a narrow effort, strictly controlled by OCD, rather than as the inter-agency, coordinative program it was designed to be. Also, despite its intention to act as coordinator of all Federal programs for children, OCD is most visible as administrator of a categorical service program, Head Start, particularly at the regional level.

Policy-Making and Administrative Roles

The national OCD office influences the 4-C program in several important ways. First, OCD provides staff support for the Federal Panel on Early Childhood and its 4-C Standing Committee. On behalf of the Standing Committee in Washington, 23 policy statements on 4-C have been issued to the FRC's. These range from setting deadlines for receiving applications for training or grants earmarked for 4-C, to explaining why FRC's should place a priority on organizing State 4-C committees. The policy statements are rarely reviewed by the 4-C Standing Committee as a whole, but are issued in the name of its chairman, who now heads OCD's 4-C Division and reports directly to the OCD director.

It has never been clear whether the Standing Committee or the FRC's enjoy the preeminent policy role. Policy statements are couched in terms of suggestions, but are often exhortations. On issues, the FRC's were undecided about or had not yet addressed, policy statements became the implemented standard. However, decisions the FRC's had already made were rarely reversed, even if they were greatly at variance with a policy statement.

Also, the national OCD office influences the 4-C through a chain of command to regional employees with FRC duties. The OCD assistant regional directors (ARD's), who acceded to the FRC chairmanship in most regions, come to Washington for monthly meetings at which 4-C is sometimes discussed. The OCD regional specialists, whose duties include providing executive staff support to the FRC's, came to Washington several times in 1970 for OCD conferences devoted to 4-C.

Achievements

OCD has demonstrated through 4-C that Federal regional offices, with policy assistance from Washington, can administer an inter-governmental coordinative mechanism for both public and private programs. The Office of Child Development has been the foremost Federal advocate before other Federal agencies and Congress in behalf of the responsive, effective delivery of children's services. OCD has given substance to the coordinative concept.

After long months of intense negotiations, OCD was instrumental in obtaining new rulings on the use of funds from the AFDC program (Title IV-A of the Social Security Act) for 4-C. One memorandum on "Statewideness" expands the use of Title IV-A, which is 75 percent Federally funded, to a wider range of recipients and more localities. A second memo states that IV-A can be used to pay the administrative costs of 4-C committees engaged in coordination and community planning. OCD's persistence provides 4-C committees with a likely source of support for their activities.

Staff insufficiencies are crucial obstacles for OCD at the national level. With clearance for only two permanent professionals, it has been a physical impossibility for the national 4-C staff to be in all the places or do the many things simultaneously that coordination requires. Several times, sister agencies in Washington issued guidelines on funded projects compatible with the purposes of 4-C that could have mentioned 4-C committees as eligible sponsors, but the 4-C Division did not hear about them until they reached the local level.

Likewise, the OCD regional offices, which are understaffed for carrying out their responsibilities to Head Start, have few reserves of money, time, or energy to provide 4-C leadership.

OCD is listed in several bills pending before Congress as the preferred Federal agency to administer consolidated, early childhood programs, compatible with the 4-C concept. However, in proposed legislation for the Family Assistance Plan (FAP), OCD appears as one of the contenders to administer child care for certain categories of welfare and working-poor families. OCD's plans for the administration of FAP cast OCD as a competitor for a categorical program detracting from its role as a coordinator of existing programs. On several occasions, meetings of local child care interests have been thrown into confusion about the purposes of 4-C and FAP, and how they might or should be connected.

The battle within HEW over which agency will control new welfare programs is widely known by 4-C participants. Some are outraged that the department providing the leadership to the coordinative concept in child care cannot get itself together. It is of no solace that their experience confirms an observation made by Alfred J. Kahn about other Federal coordinative efforts: "Concern with city and State coordination that ignores the uncertainty in Washington is bound to lead to frustration."

Another obstacle hampering OCD's administration of 4-C has been the inability of the Federal government to implement joint funding. Although OCD administers Head Start and the programs of the Children's Bureau, these are only a few of the 61 Federal programs* that significantly affect children. Welfare, training, and research and evaluation programs with a large impact on children's services remain scattered throughout HEW.

Joint funding is mentioned in 4-C literature as an attainable ideal representing the ultimate in coordination. The 4-C Policy Guide states:

> "Recognized 4-C programs may gain further advantages of coordination through joint funding, a process in which funds received from several Federal agencies are treated as a single grant.... (Implementing regulations) may make it possible for the local 4-C agency to develop a single project application, deal directly with a single Federal agency, and allow for simplified funding and administrative procedures at the local level."

The Policy Guide goes on to say that "the details of joint funding will be described in a separate document when the regulations are approved." OCD worked with the Bureau of the Budget in drafting procedures to allow a community to apply once for needed child care services, whether costs were to be allocated to Head Start, Concentrated Employment Program, AFDC, Model Cities, or Title I of the Elementary and Secondary Education Act (for example).

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* Congressional Record, February 9, 1970, pages H706 to H711.

Conferences were held with several 4-C pilots about joint funding and a pre-selection analysis was made of which pilot might test the common application form.

It was found, however, that the difficulties in combining monies from separate programs did not stem from just bureaucratic habits and conflicting regulations, which could be changed administratively. Rather, statutory provisions seemed to prevent the mingling of funds for children's programs. Thus, the 4-C program has never seen the projected document about how joint funding works.

The 4-C experience with joint funding provides compelling evidence of the need for an overriding mandate for coordination of Federal service programs for children. Decentralization, bloc grants, comprehensive area-wide planning, and joint funding are fine concepts. But each one requires extensive planning, executive reorganization, and new laws. No one agency can make all the needed changes alone.

E. HOW THE PILOTS VIEW THEMSELVES:

SUMMARY OF ACHIEVEMENTS AND DIFFICULTIES

The preceding findings on the 4-C program are those of the Day Care and Child Development Council of America. Presented in this section, however, are the views of the pilots themselves on 4-C.

Representatives from 21 of the 24 pilot projects attended a 4-C Pilot Workshop held on July 29 and 30, 1970, in Washington, D.C. Sponsor was the Day Care and Child Development Council of America, which was winding up performance of its technical assistance contract for HEW. The pilot personnel who attended from all over the country took the opportunity to exchange ideas and share information. Early in the first session of the workshop, each project delegation was asked to get together and list briefly on forms provided what they considered to be their project's major achievements and difficulties. These lists were used as aids for the reports and discussions that followed and were collected at the end of the two-day meeting. (The lists are reproduced in Appendix C.)

Analysis of the data provided in the lists reveals many similar experiences among the 4-C projects. Communities from Oregon to Florida reported both achievements and difficulties in common in setting up a 4-C effort. A brief summary of the major points in this quite informal "survey" follows. In most respects, the findings of the pilot personnel regarding their individual programs parellel the findings of this contractor concerning the nationwide Community Coordinated Child Care effort.

1. Achievements

In general, the lists of pilot "achievements" tended to be longer than lists of "difficulties." Also, pilot representatives included many factors on their lists that were problems at the outset of the program but which were worked out in later stages of the pilot phase when operations became smoother.

An important achievement listed by most projects was the development of a greater awareness and understanding of the need for quality child care on the part of a broad-based public, composed of business, industry, old-line public agencies, voluntary organizations, civic associations, parents and the community in general. Workshop attendees felt that 4-C enhanced communication over a broad range of the total day care community and increased cooperation among public and private agencies, and individuals. In a number of pilot communities, it was noted, colleges and universities, churches, and civic organizations became involved for the first time in some aspect of a community-wide child care effort.

The staging of workshops and conferences on 4-C were seen as major accomplishments by many projects. In most instances, these were financed through EPDA or Child Welfare grants. Pride over the large attendance from many segments of the community was expressed. Many pilot projects saw these conferences as the first step in educating the general public about Community Coordinated Child Care and the beginning of information-sharing among agencies involved in child care services. For many projects, conducting a survey of day care resources and needs in the community was preliminary to establishment of an "information clearing-house" or a directory of services. Several pilots also produced educational material, such as fact sheets and newsletters.

Those 4-C pilot projects that succeeded in breaking loose Title IV-A money and obtaining private funds for matching attached considerable importance to their achievements. Some projects boasted of a working relationship with Model Cities and HUD agencies through which they received funds.

Several pilot representatives indicated that their activities were an important factor in making their State welfare departments aware of day care and the value of 4-C. Two State 4-C pilot projects wrote that they were instrumental in encouraging the development of local 4-C projects.

Three of the four pilot projects that have obtained recognition from their FRC's were represented at the workshop. Obtaining coordinative agreements was considered an achievement by these and several other pilots. A scattering of pilots took pride in their by-laws and other formal documents they had developed.

2. Difficulties

Money problems ranked high on the lists of difficulties. Projects complained of lack of funds to hire staff, to administer 4-C and to fund day care and child development programs. The uncertainty of funding was mentioned frequently. Inability to get joint funding off the ground appeared as a problem on many lists. A number of projects regretted the lack of meaningful tie-in to State bodies and mentioned problems getting State welfare agencies to use Title IV-A for 4-C.

The perceived need for greater support and assistance was apparent. Certain local projects saw the absence of a State 4-C as a drawback in this regard. Lack of assistance from the FRC was often cited as a difficulty, as was the bureaucratic maze and lack of official guidelines. Several projects complained of too little meaningful, continuous technical assistance.

Preliminary details of getting the 4-C office opperational sometimes got in the way of the actual work of planning and coordination in the experience of some projects. The length of time necessary to get a 4-C project operational was noted by several pilot representatives. They cited difficulties in communicating the 4-C concept to the community and subsequent problems in getting a commitment to coordinate from private operators, the business sector, and public agencies that were jealous of their autonomy. Then, just as they were beginning to overcome some of their early difficulties, complained some representatives, uncertainty over continuation of pilot funding and other assistance weakened them locally.

A handful of pilot representatives questioned the process of "recognition", particularly citing the lack of meaningful definition of recognition by FRC's.

Getting parents interested in 4-C was a problem to a great number of pilot projects, who found it hard to get them to participate and stay involved. The requirement of one-third parent representation on project boards was questioned by some as arbitrary.

PART III

TECHNICAL ASSISTANCE PROVIDED 4-C

BY THE DAY CARE AND CHILD DEVELOPMENT COUNCIL OF AMERICA, INC.

A. FINDINGS

Assessing the role played by the Day Care and Child Development Council of America in the 4-C effort, DCCDCA executive director, Lawrence C. Feldman told attendees at the 4-C workshop held in Washington in late July for pilot representatives the following:

> "We have made for the last two years a series of efforts as an agency to get the 4-C concept interwoven, embodied in public policy through HEW, the Bureau of the Budget, and Congress. We have created, I think, a certain reservoir of understanding and sympathy for the 4-C concept among the policy makers in Washington...
>
> For us at the Council, it has been in many ways a very difficult two years on the 4-C program. We were responsible for interpreting a Federal effort to States and communities, yet we were not formally part of the Federal structure. We were trying to provide technical assistance on a program which...was in many ways not yet a program.
>
> But it seems to me that the logic of the 4-C concept is so overwhelming in terms of objective needs of children, families, and operators at the local and State level, that it cannot but survive...
>
> It is with mixed feelings that we at the Council approach the end of our formal relationship to the program. We were present at the birth of the 4-C concept and we have subsequently become the 4-C program."

As a result of several years work in providing technical assistance in the field to the Community Coordinated Child Care program, DCCDCA staff is able to report certain findings and conclusions concerning its TA role. These findings are summarized below, while an actual description of tasks performed appears in the next section.

- Pilots devoured information of all sorts, especially about Federally funded programs. A field officer frequently found that a day in the field generated another day's work back at his desk, responding to requests for information, locating sources, assembling what was available and mailing it out. These requests came not only from the pilot staff, but from local agencies participating in 4-C as well.

- Field officers served to transmit ideas and information from one 4-C pilot to another, carrying information about surveys and conferences, and exchanging documents such as by-laws.

- Not anticipated in the initial planning, pilots needed assistance from the field officers in writing proposals for funding.

- Printed material on 4-C produced by DCCDCA was distributed widely. In the pilots, 4-C material was interpreted and expanded on by DCCDCA field officers. In addition, it was sent many places the field officers and other 4-C spokesmen were unable to call on personally. The existance of 125 active, non-pilot committees attests to the effectiveness of this literature.

- A major aspect of the TA effort was providing moral support and "hand-holding." Many pilots had no financial base, had no previous community activity on behalf of children, and resided among service agencies that were hostile to one another and unconvinced about coordination. The visibility of being a national pilot and the encouragement of a field officer from Washington were ocassionally crucial in helping pilots to persevere in the face of disappointments and frustrations.

- DCCDCA technical assistance provided uniformity and direction to the 4-C program in the field during the difficult and confusing year-and-a-half shake-down phase before the national 4-C structure became operational. Many pilots viewed the field officer as their own "pipe-line" to the Capitol.

- As the pilot programs progressed and matured, the need for a specialized form of technical assistance, in addition to generalized TA, became evident. DCCDCA field staff often could not provide specialized assistance relating to data collection systems, sampling techniques to determine need for special services, the training of trainers, or how to initiate a service program that was new to a community.

B. BACKGROUND

1. Proposal and Contract

DCCDCA's interest in the concept of coordinating community services for children began when the 4-C concept was only an idea in the minds of Jule Sugarman and other members of the Head Start staff at the Office of Economic Opportunity (OEO). In 1968, the executive director, president, and chairman of the board of directors of DCCDCA met with interested government officials and representatives of other organizations to discuss how to improve the quality of child care services through coordination.

In May 1968, DCCDCA responded to a Request for Proposal (RFP) issued by OEO on behalf of the Federal Panel on Early Childhood, by submitting a proposal to provide technical assistance for the new 4-C program. The technical assistance contractor was to develop a coordination child care services program, and design, develop, and implement a training program for child care staff.

According to the RFP, "Technical Assistance" was defined as: (a) Assistance to designated project areas in the development of an on-site capability to plan coordinated child care program; (b) Consultation from time to time with designated project area agents or agencies; and (c) Provision of instructional and advisory documents and materials. Logistical support was to be provided to each designated 4-C pilot project by the contractor in the form of supplementary field services, community relations, interagency liaison, training of field services personnel, and informational and reporting services. The contractor was to gather, analyze, and disseminate information relevant to the planning and development of community coordinated child care programs in the form of printed materials.

In its proposal to OEO, DCCDCA suggested two prime tasks under the contract:

1. Stimulate the process of coordinated policy planning for the delivery of child care services on the State, territorial , and municipal level.
2. Provide technical assistance for staff training for a limited number of newly initiated day care programs (to cope with staff needs expected to be created under the Work Incentive Program).

Initially, the contractor was to provide technical assistance for coordination of child care programs to all 50 States, the territories of Guam and the Virgin Islands, and 15 selected cities. When the coordination effort (Task 1) was progressing well, the staff training TA would begin at the local level, with DCCDCA designing training materials and helping communities design and conduct training programs.

The contractor's primary responsibilities as proposed by DCCDCA would be to:

- Determine which of the listed localities desired assistance (indicated by a signed letter of agreement).
- Provide help through the use of five field officers, plus coordinate agents designated in each locality.
- Disseminate information on the evolution of new Federal programs and on models of successful instances of coordination, capable of replication.

After a review of all bids, the contract was awarded to DCCDCA and made effective June 1, 1968. By June 4th, DCCDCA staff were in the field, beginning performance on the contract for 4-C. Later, the technical assistance contract was extended for a year, through January 31, 1970, and the work plan revised. The contract was extended again in January 1970 for six months and in June 1970 for two more months to August 31, 1970, at which time DCCDCA's technical assistance to the pilots ended.

However, to allow the 4-C pilot projects to expend all funds transmitted to them by DCCDCA, the contract was once again extended through October 31, 1970. Until that time, the DCCDCA continued to monitor the fiscal arrangements of 4-C pilot projects, and to receive monthly financial reports from the pilots.

The only other 4-C activity still to be handled by the DCCDCA as of the date of this report is an intensified materials development project. HEW provided a grant to finance preparation of additional 4-C materials, with work to extend through December 31, 1970. A series of six to eight new publications relating to 4-C are to be produced to provide guidance to communities and States from their first exploratory discussions to the intensive activity required to develop a community coordinated system of child care services.

2. About DCCDCA

The Day Care and Child Development Council of America, Inc., a national, voluntary membership agency of concerned lay and professional citizens,* was founded in 1968 to create an effective voice for children at the local, State, and national level.

As an advocate for children's programs, the Council's major purpose is to generate public understanding of and support for the development of universally available, quality daytime programs for children. In addition to providing technical assistance in the development of the 4-C program, the Council engages in a wide variety of other activities:

- The Council provided program consultation to its members, public and private agencies, individuals, businessmen and legislators interested in the day care and child development field, through the provision of professional staff technical assistance and access to the Council Library.
- The Council publishes a regular newsletter, Voice for Children, with current and timely information about the day care and child development field. The Council also makes available to its membership and the general public through its Publication Delivery Service a selection of printed materials related to day care program matters. This annotated list is revised quarterly so that current materials are constantly available.
- Council staff members participate in on-site evaluations of selected programs representing day care models, including programs under the auspices of anti-poverty organizations, business and labor, and proprietary organizations.
- The Council has provided assistance to a variety of Federal agencies, at their request, as well as to community, labor, and citizen groups concerned with day care program development.
- In addition to its annual meeting, which consists of a conference and workshops dealing with program issues in day care, the Council has convened conferences bringing together multi-disciplinary groups to concentrate on the training of day care administrators and the design, development and funding of day care facilities.

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*A list of Council officers and members of the Board of Directors appears in Appendix D.

- At the request of Congressional committees concerned with early childhood programs, the Council has presented expert testimony on a variety of subjects in the area of day care and child development.

The Council has also established through both formal and informal mechanisms, ongoing relationships, meetings and exchange of information with the professional and volunteer agencies concerned with programs for young children.

The Board of Director, which governs the Council, includes professionals from fields related to child care, businessmen, labor leaders, and others interested in quality services for children.

In the past three years, the Council has grown from an organization of 3 professionals, with an annual budget of $40,000 to an organization employing 25 professionals, with an approved budget of over $1,000,000. Its membership list has tripled since its inception.

The Day Care and Child Development Council of America, Inc. is the successor organization to the National Committee for Day Care of Children, founded in New York in 1960 by a group of professionals in the field of day care and child development. In 1967, that organization voted to change its focus and reorganize its program to become a broad-based citizen agency, the only one of its kind in the nation. In the fall of 1967, the agency relocated in Washington, D. C., changed its name and undertook its ambitious program.

Plans for its 1970-71 program include an expanded public education campaign on the need for universally available, quality services; an increased capacity to function as the national information center for daytime services for children; and the development of a mechanism to allow local groups to affiliate nationally with the Day Care and Child Development Council of America, Inc. and thereby act with one national voice for the development of universally available quality daytime services for children.

C. TASKS PERFORMED

1. Conducting Briefings and Conferences

The first task performed by DCCDCA under this contract was to conduct a series of briefings on 4-C. Throughout the life of the contract, meetings, conferences, speech-making, and reporting occupied considerable portions of 4-C staff time. DCCDCA staff members conducted initial briefings on 4-C at the Federally sponsored Conferences on Services to Families and Children, held successively in Atlanta, Denver, Los Angeles, and New York City during June 1968. Assisted by Federal officials, 4-C staff met with local, State, and regional officials to describe the 4-C program, stimulate interest, and get reactions to it. Staff members prepared reports on all sessions and planned immediate follow-up contacts at the State and local level, where interest was high and conditions favorable.

As a result of these meetings, information about 4-C was taken back to local communities and DCCDCA began receiving inquiries about the development of the 4-C program. The Council staff answered these inquiries, established files for future reference on community interest and involvement in 4-C, and prepared a 4-C status report.

When the initial work plan was altered to involve regional officials in the 4-C process, it was decided to postpone DCCDCA field contact with the 15 selected cities, 2 territories, and interested States. Instead, another series of meetings was held in the summer and fall of 1968 to develop 4-C procedures that would have the approval and cooperation of Federal regional officials. DCCDCA field staff also conducted these sessions, attended by State, regional, and often local people involved in providing children's services. The 4-C field officers explained the developing program so as to allay suspicion and obtain cooperation.

On occasion, the 4-C field staff, project director, and some members of the DCCDCA board of directors participated in conferences called by various organizations, explaining 4-C and bringing it to the attention of concerned citizens throughout the country. Along with OEO-funded 4-C staff members, other DCCDCA employees and members of the Board discussed 4-C and disseminated information at national Head Start Conferencesin Atlanta, Houiston, New Orleans, Los Angeles, California, and Washington, D.C. At two annual National Conferences on Social Welfare held in New York and Chicago, 4-C information was part of the DCCDCA presentation and exhibits.

Many times field officers spoke at community-wide meetings, on 4-C or related subjects. Field officers participated on symposiums and appeared on local television broadcasts in connection with 4-C.

Whenever possible, field staff officers provided information informally, on 4-C and related matters at State and local meetings.

At the national level, both Mrs. Richard Lansburgh, DCCDCA president and Lawrence C. Feldman, executive director, met with officers and members of other national organizations to describe 4-C and its implications for child care and developmental services. When DCCDCA officials testified before Congress on aspects of legislation related to day care and child development programs, reference was made to the importance of 4-C to the future of child care programs in the United States.

2. Program Planning

As the only organization with actual experience in the area in which 4-C was to function (community involvement in day care) DCCDCA field staff often met with planners of the 4-C program in Washington to share their perceptions and assist with the development of new policy directives related to 4-C. Several field officers worked with HEW staff to prepare interim analyses for the 4-C Standing Committee of the Federal Panel on Early Childhood and Federal regional officials.

During the fall of 1968, DCCDCA worked with Federal officials in Washington and in the regions to help design an acceptable brochure to assure development of a viable 4-C program at the operating level, including the establishment of Federal Regional Committees (FRC's). Each FRC was to choose a minimum of two 4-C pilot projects in its region to receive technical assistance funds and field consultation through DCCDCA.

Because this new regional procedure inhibited direct formal contact between DCCDCA and local groups interested in the 4-C mechanism, the Council concentrated on helping Federal officials in Washington with the preparation of procedural outlines, reports and analyses of Federal programs, and models of coordination, 4-C guidelines, and other materials needed to move 4-C through the bureaucratic structure in Washington. DCCDCA submitted monthly reports analyzing these activities.

3. Providing Assistance and Information to the Pilots

Technical assistance was to be provided to all the twenty-two local and State pilots that were ultimately designated by the FRC's plus two "national pilots" (one rural and one located on an Indian reservation) selected by the Standing Committee on 4-C in Washington.

As 4-C pilots were selected by the FRC's during the spring and summer of 1969, DCCDCA's field assistance efforts intensified. Field officers were called upon to clarify the requirements of the 4-C policy guide and to interpret the activities and roles of the FRC's. While they could not resolve all questions about 4-C and its funding, they provided consistent assistance and advice, lending uniformity and direction to the 4-C program through the difficult and confusing year-and-a-half period before the national 4-C structure was operational.

Each field officer attended scheduled pilot meetings, getting briefed on new developments and evaluating pilot experiences, and talked to pilot personnel frequently by phone. Often no significant organizational activities had begun in the newly designated pilot communities, which needed help in creating a viable 4-C committee. Many communities had no previous history of cooperative activity on behalf of children and no financial base.

The 4-C field staff was routinely consulted on the various aspects of organizing a 4-C committee, ranging from which organizations to include on the board of directors and ways to attract parent members, how to finance pilot staff and how to get I.R.S. tax-exempt status. Field officers helped draft by-laws and advised on fiscal arrangements, with back-up from DCCDCA's general counsel. Ideas were transmitted from one pilot to another by the field officers, who would carry information about a survey done by one pilot or a conference held in another. Also exhanged were documents prepared by the pilots, such as by-laws and funding proposals (a sampling of such documents appears in Appendix E). The field officer often functioned as a concerned, but objective, outsider who questioned local decisions to test how clear and representative they were.

Perhaps as important as the specific advice field officers dispensed was the supportive "hand-holding" role. That someone came from Washington to help devise a program greatly encouraged most pilots, who felt they had their own pipeline to the Capital. Pilots viewed 4-C as the harbinger of increased Federal support for children.

The pilots looked to DCCDCA for all sorts of information, much of it unanticipated. They called for data for use by both their staff members and for participating agencies. When first contacts were made with the pilots, a field officer was apt to find that a day in the community generated another day's work back at his desk, assembling information requested and sending it off.

The biggest demand was for information about Federally funded programs of all kinds. Field officers were asked about Federal trends in delivery of child care services and details of pending Federal legislation for children.

Data was also provided on such topics as:

- All aspects of child care and child development programs, including models for various kinds of programs, such as after-school and industrial day care, 24-hour services, and family day homes
- Sources of funding
- Innovative child care efforts
- Eligibility requirements for various programs
- Schools and colleges that would provide training for child care personnel
- Names of consultants who could help with day care programming
- Names of qualified people in an area who might take day care jobs
- Licensing requirements
- Reading lists

Field officers were assisted in providing various kinds of information by DCCDCA's Washington staff and board members. All of DCCDCA's considerable information resources were placed at their disposal.

4. Financial Services to Pilot Communities

One of DCCDCA's tasks under the contract was to channel Federal funds to the pilots and to monitor certain of their fiscal activities.

In January 1969, $180,000 was transferred from OEO to DCCDCA, of which they transmitted $18,000 to each of the nine FRC's to fund its selected pilots (usually two in each region). The remaining $18,000 was to be divided equally between the two national pilots.

As pilot projects were chosed and the division of pilot funds determined, the field officers became involved in negotiating contracts between the DCCDCA and the designated 4-C pilot projects. These contracted listed the terms under which Federal funds were transmitted. At the outset, no model contract existed and the first contracts were worked out by the field officer with the pilot project representative over a period of many months. As pressure mounted to quickly supply needed funds, DCCDCA developed a model contract that was followed by most of the other pilots. DCCDCA's general counsel and members of its board of directors devoted time to this project.

Each contract was reviewed by the FRC before final approval. Pilots submitted budgets and statements of objectives with the contracts. Usually, the contract liaison work between the FRC's and the pilots was handled by the 4-C field officer and the project director.

Under the terms of the contract, each pilot project had to spend the technical assistance funds supplied by the contractor by the end of DCCDCA's contract. DCCDCA channeled information between pilot projects, 4-C Federal officials in Washington, and the FRC's on all matters related to pilot project funds. Pilot projects submitted monthly financial statements and progress reports to DCCDCA.

5. Grantsmanship

Helping community leaders identify potential sources of funds for child care programs and providing guidance throught the bureaucratic channels used in obtaining funding became a significant feature of DCCDCA's field work and informational efforts.

DCCDCA field officers worked with some 14 communities to help design programs and obtain funding for training efforts under programs sponsored by the Children's Bureau and the Office of Education. In a number of places, Denver being the most notable example, DCCDCA technical assistance was an important factor in working out the necessary agreements between Model Cities agencies and departments of welfare to enable Model Cities supplementary monies to be used as the local share against Title IV-A, Social Security Act funds.

6. Technical Assistance to Non-Pilot 4-C Programs

As the national 4-C effort progressed, communities and States not designated under the pilot program also began to form 4-C committees. Such activity attested to the vitality and timeliness of the 4-C concept, for such non-pilot programs had no hope of any direct funding for their activities other than that available from Title IV-A money or similar sources.

However, provision was made that DCCDCA offer to these non-pilots whatever consultative and other technical assistance services possible within the limitations of staff and resources provided under the contract. Extensive, continuing on-site technical assistance was not the rule, but each DCCDCA field officer did spend an estimated one-third of his time responding to the information needs of non-pilot communities and participating in discussions, seminars and workshops to explain 4-C to interested citizens throughout the country.

The amount of technical assistance field officers provided to non-pilot communities was usually determined by the response of the individual FRC to such requests for aid. Some regions provided considerable help to non-pilots. In the active Southwest region, headquartered in Dallas, the field officer gave on-site assistance to State 4-C committees in every State capital in the region except one and made visits to five local non-pilots in Texas and two in Arkansas. Specific information and advice was given to two or three times that many non-pilot programs through informal contacts at meetings and by phone. Field officers traved to non-pilots in Maine, Florida, Puerto Rico, the Virgin Islands, Kansas, California, Wyoming, the Ozark mountains, and the mountains of West Virginia.

However, the heavy demands placed on the field officer to fulfill contract requirements and meet the organization and information needs of designated 4-C pilots meant that not as much on-site technical assistance could be given to non-pilot communities as DCCDCA had originally hoped.

7. Materials Development

An important service provided by DCCDCA under its 4-C contract to the contracting office was the development and dissemination of materials and information necessary to the effective establishment of 4-C operations.

These publications were designed to explain 4-C in pilot communities, be study pieces for 4-C committee members, and to go to places where there was interest in 4-C but to which personal visits could not be made.

Most of these publications were made possible by a supplementary grant from the Ford Foundation (to be described in Section D).

A table showing the publications prepared for the 4-C project by DCCDCA appears in Figure 5 . The table also shows the approximate numbers of each publication distributed--to pilots, to non-pilot groups undertaking 4-C , and to people just interested in 4-C. The publications are briefly described below.

Figure 5 Publications on 4-C
Prepared by DCCDCA Under Contract

TITLE OF PUBLICATION	DATE OF PRINTING	APPROXIMATE NUMBER DISTRIBUTED	QUANTITY ON HAND AS OF 8/12/70
Fact Sheet on the 4-C Program (mimeograph)	January, 1969	450	48
Fact Sheet on 4-C Technical Assistance (mimeograph)	March, 1969	275	25
4-C Manual	July, 1969	930	70
Day Care and Child Development in Your Community	October, 1969	2,800	400
4-C Interim Policy Guidelines	October, 1969	2,650	55
Fact Sheet/Status Report	October, 1969	2,600	148
Selected Reference Sources	October, 1969	2,600	311
4-C Publications List	November, 1969	1,500	500
4-C Newsletter	March/April, 1970	4,800	500
4-C Newsletter	May/June, 1970	5,655	500

The 4-C Manual

By far the most ambitious publication effort was the development of the "encyclopedic" 4-C Manual, to which many hours of work were devoted by field officers, the 4-C project director, DCCDCA's executive director, and other DCCDCA staff not normally assigned to the project. When completed in July of 1969, the 412-page manual provided a comprehensive guide to establishment of a 4-C committee. The manual included:

- An explanation of the 4-C concept
- Guidelines for organizing better children's programs
- Sources of Federal funds for day care and child development programs.
- Names, addresses, and telephone numbers of people at all levels of government, and in private organizations related to day care and child development
- Selected reference sources--a carefully researched list of books, pamphlets and papers on children and children's services
- Reprints of laws, regulations, booklets, and official statements relating to the child care field.
- Glossary of Federal, State, and local programs

Other major 4-C publications prepared under DCCDCA's government contract are briefly described below:

- Materials explaining philosophy, procedures, and requirements for the development of Community Coordinated Child Care Programs.
- DAY CARE AND CHILD DEVELOPMENT IN YOUR COMMUNITY. An illustrated, educational handbook for citizens interested in implementing a 4-C program in their own community, explaining in pictures and simplified language methods of community involvement in developing a 4-C program. 32 pps.
- INTERIM POLICY GUIDELINES FOR THE 4-C PROGRAM. An excerpt from the 4-C Manual.
- 4-C FACT SHEET AND STATUS REPORT. A brief description of the program and a report of the status of activities in communities across the country, by region, where 4-C interest was expressed.

- SELECTED REFERENCE SOURCES FOR THE 4-C PROGRAM. An excerpt from the 4-C Manual with lists of readings on child care and development and related subjects.

- THE 4-C NEWSLETTER. A bi-monthly newsletter of approximately 8 pages that compiles and reports field efforts and 4-C activities throughout the country. It provides an exchange of ideas among pilot and non-pilot State and local 4-C committees and includes in-depth articles on issues of broad interest.

- A series of film slides, 44 in number, concerning 4-C and Title IV-A funds. The slides depicted the 4-C concept, membership categories on local 4-C committees, the local-State-Federal relationships under 4-C, and how Title IV-A worked.

In addition to these specifically prepared 4-C materials, the Council made all of its printed matter on child care and child development available to 4-C pilot project communities under the same terms as it did to its own membership.

8. Early Childhood Information System

With funds from the Ford Foundation, the DCCDCA entered into a sub-contract with the Center for Environment and Man, Inc. (CEM), a Connecticut research firm, to design and implement a model system of centralized information-gathering.

The model system was to be field tested, and DCCDCA decided to select a 4-C pilot site so that the level of local cooperation would help assure a model that could be replicated by other communities. After detailed study, the 4-C pilot project of Lousiville/Jefferson County, Kentucky, was selected in April 1970 as the site for this experimental project. The project is scheduled for completion within a year. Specifically, Louisville's plan concerns the actual delivery of services to children, and includes:

- A student profile system to track (record data on) each child, coupled with the collection of additional data needed by the funding agencies.

- A placement system that directs applicants to available services, including a related, centrally planned transportation system.

The student profile system will determine which children are being served by the child care agencies and which are in need of such services. Under the placement system, existing childhood services are classified according to type of service, geographic area, potential for inter-agency cooperation, and use of staff.

The final phase of the contract calls for a summary of the data into a prototype package, with which other 4-C communities can set up the same type of system without investing heavily in planning.

At the date of this final report, the collection procedures for the type of data useful to the Louisville 4-C committee had been implemented, and the preliminary returns were being collected into a referral book.

D. FORD FOUNDATION ASSISTANCE

By late spring 1969, it became apparent that the staff allocated to the DCCDCA's work for the 4-C program was not sufficient to meet all the conditions of its contract and fulfill all the rising expectations that developed in Washington and throughout the country.

It became clear that DCCDCA was expected to serve as a national clearing-house on all information related to 4-C; provide up-to-date information and analysis needed to supplement the 4-C contract prepared under the contract; provide intensive technical assistance to designated pilots; serve as the chief public relations agency for 4-C; provide on-site field consultation to non-pilot communities involved in organizing 4-C mechanisms; and maintain liaison with Federal officials from various agencies in Washington and between government officials in Washington and the regions.

Faced with these overwhelming tasks and no immediate possibility of increased Federal support, the Council applied to the Ford Foundation for funds for the following 4-C related purposes:

- To supplement the field staff capacity so as to provide on-site field consultation to non-profit states and communities in both the pre-planning and planning stages of 4-C
- To supplement the Council's capacity, built under the contract, to gather, analyze, and disseminate information pertinent to the 4-C program
- To create a minimal capacity to provide communities engaged in the 4-C process with technical consultation on matters related to the actual planning and operation of services to children.

The Council's proposal was approved and funds were obtained to finance personnel costs and travel expenses for four additional field officers and planning and preparation costs of information materials related to the 4-C effort. Also provided for was a sub-contract with an outside organization for a special project to develop a early childhood information system (described in Section C, 8).

E. STAFFING AND TRAINING

During the initial six months of the 4-C contract, DCCDCA supplemented its own staff by utilizing a sub-contractor, the United Research and Development Corporation of New York City, to help handle the 4-C field effort. Richard Elwell directed the initial phase of the work for DCCDCA.

The revised work plan then made it imperative that DCCDCA hire full-time, Washington-based field staff to operate out of its office. During the early part of 1969, DCCDCA employed and trained a project director, William G. Perry, and five field staff officers. DCCDCA field staff members were young men and women with backgrounds in human services, community development, government, education, writing, and research.

Formerly Regional Head Start Administrator for the San Francisco Office of Economic Opportunity, Mr. Perry had also been an elementary school instructor, school administrator, and law enforcement officer working with juveniles. As 4-C project director, he headed field staff efforts to assist pilot communities in developing child care coordination programs.

(Mr. Perry directed DCCDCA's participation in the 4-C program until the spring of 1970, when he resigned as project director. A field officer, Al Templeton, took over as acting project director through the tapering-off of the technical assistance contract, which ended August 31, 1970.)

With added support from the Ford Foundation, DCCDCA's Field Services Division expanded to nine 4-C field officers by late summer of 1969. One field officer was assigned to each of the nine HEW regions, with five financed by the OEO contract and four by the Ford grant. The Information Services Division was expanded and additional program analysts hired to help gather data and analyze new trends in Federal legislation and agency directives on behalf of 4-C staff and committees.

Training sessions to familiarize 4-C staff with government programs, day care and child development regulations, and Federal funding sources were conducted by DCCDCA during the late winter and early spring of 1969. In-service training, sometimes featuring government agency officials or experts in some aspect of the day care and child development field, was also provided for the staff.

One such session was a week-long program on child care and development, community involvement in child care programs, and innovative research projects. It was conducted for the 4-C staff at Bank Street College in New York. Later, Dr. Lillian Katz, Director of the ERIC Institute for Early Childhood Development at the University of Illinois and an expert in the field of research on new programs for young children, held a two-day training session for staff members.

F. OBSTACLES

Certain obstacles hindered DCCDCA in performance of its technical assistance contract.

Continuity of technical assistance proved more difficult to provide than anticipated. It quickly became clear that the five field officers originally hired by DCCDCA could not possibly respond to the interest generated throughout the country by this new coordinative program. The situation improved when four more field officers were added by the summer of 1969, so that one could be assigned to each of the nine HEW regions. However, over the life of the contract, several pilots did not receive regular on-site consultation from the same field officer.

Some pilots were not easily accessible to technical assistance officers based in Washington. For example, it took at least 10 hours in travel time to reach Missoula, Montana. While the Missoula citizens were greatly impressed by each visit by the field officer, the distance mitigated against frequent consultation.

Another problem encountered by DCCDCA was that it had to operate virtually outside the Federal structure. At times, 4-C seemed like an unwanted step-child of the Federal establishment. Not until one-and-one-half years after 4-C was launched did any Federal employee have 4-C as part of his official duties. It was nearly that long before the guidelines for the program were published by the Government Printing Office, and even then its title did not lend certitude to the program: "Interim Policy Guide for the 4-C Program: Pilot Phase." No dependable source of funding for 4-C staff was developed. Certain FRC's were poorly organized because regional personnel tended to disregard any demonstration-type program to which their agencies were not strongly committed.

DCCDCA's field officers sought to allay pilot frustration and to deal with problems on their own. Simply to fill the void, they were forced to try to clarify the 4-C program and interpret Federal intent at times. But, since they were not government employees, the pilots did not always accept their interpretations as the last word and the FRC's did not always accept their recommendations on policy decisions concerning the pilots. Even though the field officer was on the scene and familiar with the pilot, his position was ambiguous because he was employed by a private contractor.

In their role as interpreters of the Federal 4-C concept to States and communities, DCCDCA field officers echoed the aspirations of the Federal advocates of 4-C. When a lack of Federal coordination made these aspirations unattainable, the field officer's credibility slipped. Some examples concerning funds for the pilots illustrate this point:

Title IV-A of the Social Security Act was given wide prominence in the literature and presentations on 4-C (See Appendix B). The 1967 Amendments were hailed as new sources of funds for expanding a community's service programs, and for staff for 4-C Committees. The field officers repeated the news that Federal interpretations of the IV-A Amendment opened the door to the wide use of these matching funds, only to find that the State plan of the welfare department was usually prohibitive.

Again, taking the lead from certain Federal theorists, the field officers advised the 4-C committees that citizen pressure could bring the welfare departments to modify their State plans, only to find that the Federal "Statewideness" requirement really determines which services get 75 percent Federal reimbursement. Still caught in the middle, the field officer advised local 4-C members that regional Federal officials could waive the Statewideness provision, then learned that it would take a favorable ruling from the General Counsel's office in HEW to achieve that.

In another case concerning pilot funds, a 4-C Policy Statement warned that pilot funds must be transmitted to the designated communities prior to January 31, 1970. DCCDCA's field officers hastened to negotiate subcontracts with the pilot communities. Then it was learned that accounting difficulties in HEW, caused by the complications in the transfer of the DCCDCA contract from OEO to HEW (as part of the Head Start transfer), prevented the depositing of funds in DCCDCA's account for disbursement to the pilots until February and March.

G. FUTURE REQUIREMENTS

As the 4-C program evolved, new technical assistance requirements have emerged. FRC's that became well organized and earned credibility as inter-agency policy-setting bodies began to request technical assistance that was based in their region, not handed down from the national level. Several FRC's, claiming correctly that they were the focal points of 4-C activity in their regions, argued that they could best determine where technical assistance was needed.

In addition to the emerging need for regionally based assistance, mature pilot projects that had already organized their communities, reached concensus on objectives, and located funds for administering programs now discovered that they needed specific program assistance -- for instance, on certain kinds of program, such as family day homes. They could use the services of planners, data collection experts, and subject specialists. Future technical assistance should reflect these new requirements of the developing 4-C program.

However, certain precautions must be observed. To outstation 4-C technical assistance contractors in a region is feasible and probably desirable, but all such TA staff should periodically be brought together at a national forum for information and evaluation sessions. Comparison of experiences can improve the operation of the program Discussion of new developments in child care in relation to 4-C objectives can provide a uniformity to the 4-C program in all regions. Analytic sessions attended by Federal officials can help them evaluate the effectiveness of the program.

Although specialized program assistance can be valuable to 4-C projects, it would be a mistake to simply provide the pilots with a shopping list of specialists and dispense with all general technical assistance. Even established 4-C pilots have a continuing need for technical assistance rendered by a generalist familiar with the totality of 4-C. As a corollary to this, the technical assistance contractor must always take cognizance of a 4-C project's need to be representative of its community and responsive to its participating agencies.

A 4-C committee is never really finished with its organizing tasks and its coordinative role must always remain paramount. It can function as a mediator and allocator of community resources only to the degree that its agencies feel their particular programs and purposes are being considered, and to the extent to which it is truly meeting community child care needs. Technical assistance must support the project's efforts in this direction. Thus, 4-C committees can still benefit from general technical assistance devoted to all the ramifications of local coordination.

PART IV

HISTORY OF 4-C

A. BACKGROUND OF THE NATIONAL PROGRAM

> "Most people, when they think of a Federal program, associate certain definite features that normally go along with it... A Congressional authorization and appropriation, and following that there is almost always vested in some department of the Federal government the administrative authority for operating the program. There is an agreed-upon set of requlations for governing these operations...regional machinery to oversee day-to-day operations of the program.
>
> But when 4-C was born, none of these things existed. All that existed was an idea in the minds of a few people in the Federal government that something better ought to be done to establish local and State mechanisms for planning and delivering services to children.
>
> There was a broad Congressional authorization to establish coordinative mechanisms, but nobody really knew what that meant. As for funds, there was only a very, very small "stolen" pot of money from Head Start training and technical assistance to give some help to States and communities that wanted to make a start. That was all there was."

Lawrence C. Feldman
Address to Community Coordinated Child Care Workshop

July 29, 1970

1. The Concept

The creation of the 4-C program has been described by one participant as "one of the greatest acts of bureaucratic jujitsu in the history of the Federal establishment." The first 24 months of the 4-C program, from genesis of the concept in January 1968 through the selection of the last pilot community in December 1969, teach a lesson in the art of partical bureaucracy. (See Figure 6 for chronology.)

Unlike most Federal programs, 4-C had no specific mandate from Congress and was not funded by a specific Congressional appropriation Unlike most Federal programs, administrative authority for operating the 4-C program was not vested in any one department of the Federal government, nor were regulations for governing it and regional machinery to oversee day-to-day operations established at the outset.

Figure 6. CHRONOLOGY OF THE 4-C PROGRAM

Date	Major Events
1967 Dec.	Coordination of day care programs given Congressional mandate by Economic Opportunity Amendments of 1967
1968 Feb. - July	4-C concept evolves. Interagency Work Group on 4-C functioning, guided by Jule Sugarman, OEO Head Start Director.
March	First public presentation of 4-C idea at meeting of regional personnel in Washington
April	Federal Interagency Panel on Early Childhood formed. Sugarman named head of Panel, moves to HEW as associate chief of Children's Bureau.
May	First meeting of Federal Panel - Work Group on 4-C set.
May 10	Request for Proposal for technical assistance in developing 4-C issued by OEO.
June - Sept.	Regions, States, and communities briefed on 4-C program-4-C concept modified to include participation of new "Federal Regional Committees" (FRC's).
June 4	Six-month contract awarded Day Care and Child Development Council of America to assist 67 pilot projects and to establish training program.
June 11	4-C concept approved by Federal Panel on Early Childhood.
June 15	4-C Standing Committee created under Federal Interagency Panel on Early Childhood.
August	First FRC meetings held.
Sept.	HEW begins drafting Federal 4-C guidelines.
October	HEW Secretary Wilbur Cohen gives formal approval to 4-C, directs regional offices to name representatives to regional 4-C committees. New "pilot plan" adopted - number of participating communities revised downward to 18 (minimum), 2 in each of 9 regions at least.
Nov.	Regions I, II, IV, and V name FRC chairmen. Region IV holds first FRC meeting. Review of 4-C guidelines starts
Dec.	Regions III, VII, and VIII name FRC chairmen.

Figure 6. CHRONOLOGY OF THE 4-C PROGRAM (continued)

Date	Major Events
1969 January	Region IX names FRC chairman. DCCDCA's contract for 4-C extended and revised to provide technical assistance to pilot projects. Denver named local pilot by Region VIII
March	Duties and procedures of FRC's delineated in memorandum from 4-C Standing Committee. FRC's asked to select pilot projects and given suggested criteria. Missoula, Mont., and Colorado named pilots by Region VIII
April	Region III names Maryland and Louisville as pilots. Region IV names Atlanta as local pilot. Creation of Office of Child Development within HEW announced, Sugarman named acting director.
May	Region I names New Hampshire and Holyoke as pilots. Region VII names Arkansas and San Antonio as pilots.
June	Region VIII selects Helena, Mont. as another local pilot
July	Region II names Westchester County as local pilot. Region V selects Ohio and Flint, Michigan.
August	Region II names Pennsylvania as State pilot; Region VI selects Nebraska. Oregon, Seattle, Portland and Los Angeles named as pilots by Region IX.
October	4-C Division created in HEW's Office of Child Development to direct 4-C program. Preston Bruce named chief.
1970 January	HEW/OCD regional personnel assigned specific responsibilities for 4-C.
Jan. - August	The pilot projects worked to make a reality of the 4-C concept, some qualifying for official recognition as fully operational. Many non-pilot committees active.
April	The Federal Panel on Early Childhood, which had been reorganized, met and reaffirmed its support of 4-C.
July	Use of Title IV-A funds (Social Security Act) for 4-C recognized by Social and Rehabilitation Services of HEW. Dr. Edward Zigler named Director of Office of Child Development, replacing Jule Sugarman, who retired from Federal service.

Yet, without any of the orthodox tools of the Federal bureaucracy, an idea was transformed over two and a half years into an operating reality. This came about largely as the result of two factors:

- A positive "grass roots" response to the concept by many State and local people who were concerned about services to children. In all segments of American society, demand for child care services is growing -- and not just among the poor and disadvantaged. Suurban parents, working mothers, nearly every family with youngsters all voice an urgent need for more and better children's services. Despite the paucity of Federal funding, 4-C struck a responsive chord. Community leaders and other interested citizens were willing to work toward 4-C goals.

- Hard work by a few people in Washington -- employees of the Federal government and its contractors -- who were committed to the concept of community coordinated child care. It is little exaggeration to say that two or three people created the 4-C program by criss-crossing the country for a year saying, "There is a program and we can prove it, because we have awarded a technical assistance contract to get it into operation."

Coalition of Federal Officials

Chief architect of the Community Coordinated Child Care Program is Jule Sugarman, formerly associate director of Project Head Start, who was acting director of the Office of Child Development and acting chief of its Children's Bureau, HEW, when he left Federal government service. At Project Head Start, with other members of the staff, he began developing the concept of community coordinated child care around January 1968. Concerned over the lack of coordination at all levels of government to cope with the proliferation of Federally supported programs for young children, these officials began to design a mechanism for bringing order out of chaos. Their goals were to improve the quality of existing services, assure continuity of service, reach more families in need of child care, increase opportunities for staff development, mobilize community resources, and provide an effective voice in policy and program direction for parents of children served.

Sugarman felt that early childhood programs would eventually become institutionalized, as present welfare and education programs have, and Congress would then find the number of pieces of legislation dealing with day care and child development unwieldy. The Head Start staff members envisioned a voluntary local effort, encouraged by the Federal government, to begin coordinating early childhood programs even before Congress authorized such a move. The name seemed logical: Community Coordinated Child Care, dubbed 4-C for short.

Supportive Legislation

While 4-C did not stem from any specific Congressional mandate, its roots lay in several pieces of anti-poverty legislation. In 1967, Senator Jacob Javits of New York proposed an amendment to the day care section, Title V of the Economic Opportunity Act of 1964 (EOA) that would provide for "Financial Assistance for Day Care Projects."*

The Javits amendment to Title V came into existence with several other pieces of new day care legislation that passed that year. Day care programs could turn to at least five different major sources of Federal funding and numerous other miscellaneous Federal programs for money or services. Major Federal funding sources included: Children's Bureau, Department of Health, Education, and Welfare; Office of Economic Opportunity; and the Manpower Administration, Department of Labor. At the local level, programs were contracted for or run by welfare departments, community action agencies, and single-purpose agencies. Eligibility for funds depended on the requirements of the specific legislation or agency.

Senator Javits and other Senators and staff of the Senate Labor and Public Welfare Committee were concerned lest the new Title V-B of the EOA foster continued fragmentation of services to children at the local level; thus the drafters of the amendment included a mandate for coordinated child care. Section 522 (d) called for the Secretary of Health, Education and Welfare, and the Director of OEO to:

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* As Title V-B, Section 522 of the Economic Opportunity Act of 1964 as Amended this legislation became law in December 1967. (P. L. 90-222)

> "... take all necessary steps to coordinate programs under their jurisdiction which provide day care so as to attain if possible, a common set of program standards and regulations and mechanisms for coordination at the State and local level..."

Another section of the EOA also called for coordination of programs funded under the act and could be applied to child care programs.

At the time Section 522 (d) was formulated, Senator Javits and others on Capitol Hill had no specific plans for a major program of child care coordination such as 4-C. However, Jule Sugarman was mindful of the applicable sections of the EOA when he and his staff were developing the 4-C concept in early 1968.

First Public Announcement

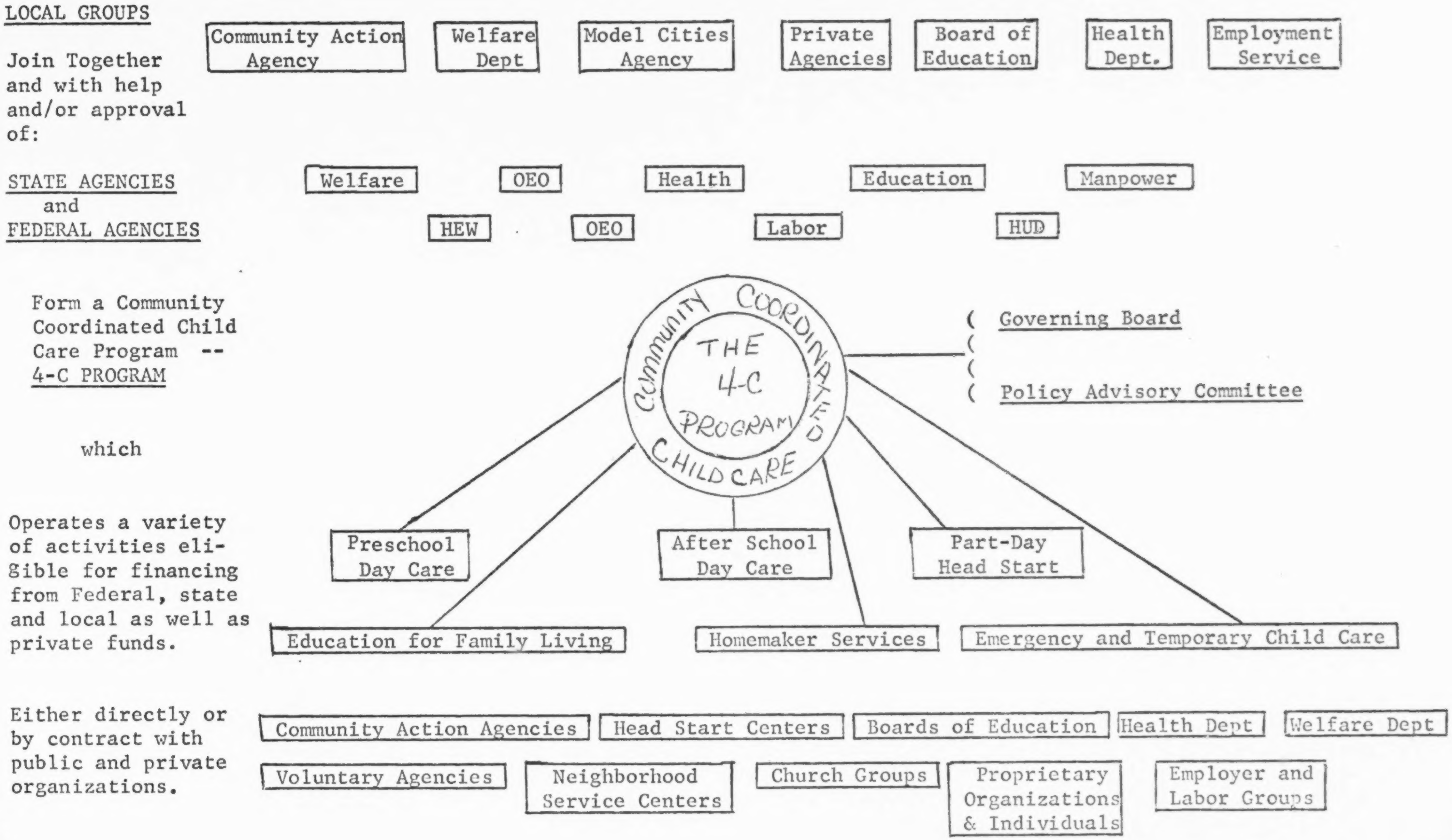
The 4-C idea was first made public in March 1968, when Sugarman and his staff presented information about it to regional members of the Office of Economic Opportunity, staff officials, and representatives of some voluntary agencies at a meeting in Washington. In general, the response to this new concept of community coordinated child care was positive. All present agreed on the great need to improve the delivery of services to children and felt that coordination of effort would further this cause.

A tentative organization chart for all levels of 4-C coordination was offered to the group (see Figure 7). This chart is ineresting because it presents some of the early concepts of 4-C, not all of which were implemented in the program as it now stands. For example, a significant entry on the chart is the statement that a local 4-C program "operates a variety of activities eligible for financing from Federal, State and local as well as private funds." The implications of this statement might be noted:

> "Operates" clearly suggest more than "coordinates". Thus, under the initial concept, a local 4-C would be the coordinative mechanism through which all child care and related services would be provided to a community. 4-C would be the actual provider of services. This has never actually come to fruition, although a few pilot projects provide or contract for direct services.

Figure 7. An Early Outline of the 4-C Effort, Made Public in March 1968

ORGANIZING A 4-C PROGRAM


LOCAL GROUPS
Join Together and with help and/or approval of:
Community Action Agency
Welfare Dept
Model Cities Agency
Private Agencies
Board of Education
Health Dept.
Employment Service
STATE AGENCIES and FEDERAL AGENCIES
Welfare
OEO
Health
Education
Manpower
HEW
OEO
Labor
HUD
Form a Community Coordinated Child Care Program -- 4-C PROGRAM
COMMUNITY COORDINATED CHILD CARE
THE 4-C PROGRAM
Governing Board
Policy Advisory Committee
which
Operates a variety of activities eligible for financing from Federal, state and local as well as private funds.
Preschool Day Care
After School Day Care
Part-Day Head Start
Education for Family Living
Homemaker Services
Emergency and Temporary Child Care
Either directly or by contract with public and private organizations.
Community Action Agencies
Head Start Centers
Boards of Education
Health Dept
Welfare Dept
Voluntary Agencies
Neighborhood Service Centers
Church Groups
Proprietary Organizations & Individuals
Employer and Labor Groups

"A variety of activities" suggests that more than just day care is proposed. The new 4-C concept went beyond the day care idea to encompass other child care elements, as indicated by the chart: Preschool day care, after-school day care, education for family living, homemaker services, and emergency and temporary child care. Although many of these concepts have not yet been realized by 4-C, the program today still looks beyond day care to a wide range of child care and child development activities.

Joint funding of 4-C programs was also an early idea. Coordinated funding from a variety of sources could facilitate the provision of a wide range of direct services relating to child care through one coordinative mechanism. It was envisioned that a local project need make only one application for a variety of Federal funding. Joint funding was authorized by Section 612 of the Economic Opportunity Act, as amended*; also, the Bureau of the Budget in July 1968, indicated a willingness to use 4-C to test the joint funding concept. However, joint funding has never become a reality in 4-C; all direct services to children are still funded from individual sources.

Thus, the early concept of 4-C was similar in most respects to the program as it functions today, except that operation of services through one coordinative body and joint funding generally have not become a reality.

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*"Pursuant to regulations prescribed by the President, where funds are advanced for a single project by more than one Federal agency to a community action agency or other agency assisted under this Act, any one Federal agency may be designated to act for all in administering the funds advanced. In such cases, a single local share requirement may be established according to the proportion of funds advanced by each agency, and any such agency may waive any technical grant or contract requirement (as defined by such regulations) which is inconsistent with similar requirements of the administering agency or which the administering agency does not impose."

2. Early Planning for 4-C on the Federal Level

On the Federal level, 4-C planning began to accelerate in April 1968, when Sugarman moved to HEW to become Acting Chief of the Children's Bureau. His initial 4-C planning group, composed of Head Start staffers, was now expanded to include representatives from other Federal agencies. Many members of this "interagency work group" were also involved in two related tasks: Writing regulations for the recently promulgated Title IV of the Social Security Act (a 1967 amendment related to child care funding), and drafting Federal Interagency Day Care Requirements. However, the interagency work group continued to develop the fledgling 4-C concept.

Creation of Interagency Panel

At about this time, with the formation of the Federal Interagency Panel on Early Childhood, 4-C became somewhat entrenched in the Federal Bureaucracy. Jule Sugarman was named coordinator and chairman of the panel, which was described as the first step toward improving and expanding all early childhood programs financed by Federal funds. Many of those serving on the 4-C interagency work group became members of the new panel. HEW agencies represented on the panel were: Office of Education, Public Health Services, Social and Rehabilitation Service, the National Institute of Child Health and Human Development, and the National Institute of Mental Health. Also included were representatives from the Departments of Labor, Housing and Urban Development, Interior, and Agriculture; the Office of Economic Opportunity, and other agencies concerned with early childhood programs.

When the Federal Panel on Early Childhood first met on May 1, 1968, it established a work group to refine, promote, monitor, and evaluate the developing Community Coordinated Child Care (4-C) programs. Individuals from HEW, OEO, and DOL formed the new 4-C work group. (Other agencies joined the team later.) This broad representation on both the Panel and the work group made it possible for the 4-C program to encompass a wider range of activities, and was intended to facilitate joint funding from various agencies.

Technical Assistance Contract

In mid-May, the first real step in implementing the 4-C idea was taken. On behalf of the Federal Panel on Early Childhood, OEO issued a Request for Proposal (RFP) calling for "... Technical Assistance in a Coordinated Child Care Services Program and in Designing, Developing, and Implementing a Training Program for Child Care Staff." The major task to be performed was:

> "To assist all states, two territories, and those fifteen (15) local communities designated by the interagency work group to develop mechanisms for coordination of child care services at the state and local levels. Such assistance will enable states, territories and selected communities to begin to plan for coordinating child care efforts of various agencies in offering a more comprehensive and effective system for delivering child care services to the children and families being served within a framework of programmatic and/or fiscal coordination."

The RFP also called for a training effort; however, the work statement was later amended to delete training because the need for technical assistance in developing the program overshadowed training requirements. Staff training has not been given formal attention in the effort to date.

The RFP did not name the 15 cities that were to participate, but those later selected were: New York, Chicago, Los Angeles, Philadelphia, Detroit, Baltimore, Cleveland, Denver, New Orleans, Atlanta, Seattle, San Antonio, Miami, Newark, and Portland, Oregon. The criteria for picking these cities were that they be large or medium sized; that no more than one city be located in any State; and that they be distributed across the country and not concentrated in any geographic area. AFDC case load was also a consideration.

Potential beneficiaries and organizations representing their interests, as well as all groups with an interest in day care, especially private non-profit and proprietary day care agencies, were to be assured of a chance to participate in program development and to have their views heard. The OEO project manager reserved the right to concur in mechanisms for coordination proposed by the contractor, and to review with the contractor proposed operating expenses for development activities of individual States, territories, and local communities. The right to make on-site visits and to modify provisions of the contract as operating experiences or circumstances warranted was also given the project manager.

Federal officials were anxious to make the contract award as soon as possible. They saw the forthcoming Conference on Services to Families and Children in early June as an ideal opportunity to inform local and State leaders about the 4-C program and wanted to get the technical assistance contractor on board to help with the briefings. On June 10, selection of the Day Care and Child Development Council of America, Inc. to provide technical assistance was announced. The work was to be completed by December 31 of the same year. (An account of the performance of the contract and a description of DCCDCA and its work appears in Part III of this report.)

With the awarding of the technical assistance contract, 4-C was certain to reach the local level. Now that funds were available, the interest around the country in coordinated child care planning could be actively encouraged and guided. Staff could be hired and publications about the 4-C concept developed and distributed by the contractor to individuals and groups interested in mobilizing community resources to provide better services to children.

3. Development of the Program

The initial step in informing the States and communities about the Federally-sponsored efforts toward Community Coordinated Child Care came in June 1968, when representatives from States, territories, and cities were briefed at special 4-C sessions, held during the Conference on Services to Families and Children. Sponsored by OEO, HEW, and DOL, the regional conferences took place successively in Atlanta, Denver, Los Angeles, and New York City. Staff members from the Day Care and Child Development Council, and HEW, and OEO disseminated general information about the new program at each session.

Attendance at the 4-C sessions, which were organized by State, ranged from only two or three people to as many as 15 or 20. There were usually representatives from State Welfare agencies, CAP's, single-purpose agencies, Head Start Regional Training Offices, and OEO Regional Offices. Some representatives of the governor or the State OEO Technical Assistance Office also attended.

Initial Reactions to 4-C

At these conferences the initial response to 4-C varied. There was a positive reaction from most local operators of Head Start programs, representatives of voluntary agencies (many of whom operated Head Start programs at the local level), and Head Start regional training officers. The training officers in particular shared a concern over quality services for children. Most had personal experience with the fragmentation of child services at the local level and the differing eligibility requirements of various Federal funding sources. Some communities were already making voluntary efforts at child care coordination. As a result of these early meetings, more coordinated efforts were initiated even before 4-C formally got underway.

Some attendees immediately raised questions: "Where is the money for the program?" "What are the concrete benefits of coordination?" "What is the role of the regional office in the program?"

Some disparaging comments were also heard: "It will never get off the ground without the governor's support," and "You will never get OEO and Welfare to agree to anything at the State or local level." The lack of funding contributed to disinterest on the part of many Federal and State officials.

The program framework had been kept deliberately loose and flexible so that it could be adapted to the varying needs of different communities. In each community, the planners hoped that local leadership would come forward and shape 4-C efforts to the community's needs. But the apparent lack of structure and vagueness of the 4-C plans at this stage were a problem for many who attended the June briefings.

It also became evident that failure to include Federal regional officials in the 4-C structure was a mistake. DCCDCA's original technical assistance contract did not call for working through the regional personnel of OEO, HEW, or DOL. The contractor was to communicate directly with the appropriate State or city officials to offer services and propose a timetable. If the jurisdiction wished to obtain technical assistance in coordinating a child care program, it simply returned a signed letter of intent.

Yet, Federal regional officials showed a quite natural inclination to retain some control over the Federal money, programs, and agents in operation in their areas. Informed about 4-C for the first time at these regional briefings, some regional officials were suspicious of the good intentions of the program and had to be convinced that it was backed by the highest Federal officials before they would welcome it into their territories.

To get more input about the role of the Federal regions in the 4-C procedure, it was decided to hold another series of regional meetings, to be attended by regional representatives of HEW, OEO, DOL, and HUD. The first of these meetings was held in late June 1968, and the briefings continued through the Fall. Again, staff members from DCCDCA, OEO, HEW and DOL conducted the sessions. In each region, representatives of the major agencies having an impact on child care were asked for advice on how best to implement the 4-C technical assistance contract. Discussion and suggestions at the meetings focused on the need for regional involvement in the 4-C process.

Greater Role for FRC's

Accordingly, some new procedures were drawn up. When Jule Sugarman met with HEW regional officials on October 10, it was agreed that new regional procedures for approval of local 4-C programs would take effect. The technical assistance process was revised to flow through a "Federal Regional Committee" (FRC), composed of regional representatives of agencies related to child care programs. The heads of these agencies in Washington were to write to their regional directors informing them of the OEO/DCCDCA contract, through which communities wanting to coordinate child care and child development programs were to be given technical assistance. These regional directors would be asked to send a joint-signed letter to the State or city welfare and anti-poverty directors, whose signatures would be required on the letter of intent with a suggested draft of this letter enclosed. Also letters conveying similar information and introducing DCCDCA as the contractor would be sent by the regional directors to the governor of each State in the region.

This fairly elaborate procedure was designed to rectify the initial error of ignoring the regions, to allay the mistrust expressed by Federal regional officials about 4-C, and to take advantage of the good relations established by most regional officials with the governors in their areas. It was intended that the introductory letters would draw attention to the program.

While the new procedure had the virture of involving regional officials, DCCDCA staff members expressed a fear that it might slow the development of direct contact with State and local officials necessary to get 4-C started. This did in fact happen; several communities that were ready and eager to get technical assistance for their 4-C effort had to wait for regional approval and settled in the meantime for informal contacts with DCCDCA staff members.

4. Federal Agency Activities

While regional participation in 4-C was commencing, efforts in Washington were directed toward obtaining a concensus among the relevant Federal agencies on the administration and operating details of the 4-C program. It was not until October 30, 1968, that

HEW Secretary Wilbur J. Cohen gave formal approval to 4-C, signing off on a memorandum of concurrence. At this time, he sent a memo to HEW regional directors, instructing them to name representatives to Federal Regional 4-C Committees immediately. Following HEW's concurrence similar approval was also obtained from the heads of other government departments. This delay at the Federal level damaged 4-C's credibility with regional officials.

Committee Leadership

In early fall of 1968, a Standing Committee on 4-C began functioning as a sub-group of the Federal Panel on Early Childhood. The purpose of this committee, as set forth by Jule Sugarman, was to provide leadership for the 4-C program and in particular to:

- Refine and improve 4-C policies
- Coordinate efforts to work with States and communities in developing viable 4-C programs
- Speak for the Federal Government in determining that a community has established a 4-C program that merits preference in Federal funding
- Facilitate the development of joint funding arrangements

In addition to OEO, DOL, and HEW, other Federal agencies interested in the 4-C concept were represented on the Standing Committee on 4-C. (All agencies participating on the Federal level were also subsequently to be represented at the regional level on Federal Regional Committees, FRC's.) Sugarman recommended that the heads of participating agencies delegate to this Standing Committee the authority to officially recognize communities meeting 4-C requirements, as a back-up to approval by the Federal Regional Committees. The Standing Committee was to arrange for technical assistance to 4-C projects, such as that provided under DCCDCA's contract with OEO. It was planned that the Committee would arrange for joint funding agreements, although this was never implemented. Cooperating agencies were to permit their staff members time to serve the Committee.

Pilot Scope Modification

Also at about this time, a change was made in the scope of the 4-C effort. The original plan to establish 4-C in all 50 states, 2 trust territories, and 15 pre-selected target cities was dropped and a "pilot project" plan adopted. When the new regional procedures were promulgated at a meeting of regional officials on October 10, it was agreed that the 4-C program would operate through the remainder of Fiscal 1969 in a minimum of 18 pilot communities, at least two in each of the nine HEW regions. Pilots were to be selected by the FRC's, as the regions had requested during the summer briefings. The purpose of the initial pilot effort was to develop a model system for providing child care services through a coordinated mechanism. This system could then be utilized by any community. The pilot period was to give the 4-C Standing Committee time to observe the operation of various modes of cooperation in different communities in order to arrive at guidelines.

Alteration of TA Role

The early technical assistance effort did not operate quite as called for in the contract work statement. Although DCCDCA was suppose to provide technical assistance to cities, States, and territories interested in developing a 4-C program, the contractor actually spent most of the six month contract period (ending December 31, 1968) working on 4-C at the Federal and regional levels instead. The contractor helped to obtain concensus among the relevant Federal agencies on program details and to construct regional operating machinery.

Developmental Work

This need for a lengthy period of developmental work with Federal and regional officials had not been anticipated by the designers of the program when the RFP was issued. The difficulty in getting the HEW memorandum of concurrence through the bureaucratic processes to Secretary Cohen's desk for approval also inhibited the start of technical assistance. An aura of uncertainty that pervaded Washington over the Fall political campaign and the pending change of administration did not help matters, nor did the rumors of possible changes in the administration of the Head Start agency which was monitoring DCCDCA's 4-C contract.

T.A. Simplification

At the end of 1968, DCCDCA's technical assistance contract was extended for another year (through the end of 1969) and its role somewhat simplified. As a result of regional participation, DCCDCA would now provide technical assistance mainly to those communities designated as a 4-C pilot by an FRC and then only if the FRC transmitted a request from the community for technical assistance. TA was to include limited financial assistance to selected pilots and on-site consultation by a Council field officer. Other non-pilot communities would be eligible for field assistance as well. Lack of definition of this function led to some confusion later.

5. Organization of the Federal Regional Committees and Selection of Pilot Projects

In accordance with HEW Secretary Cohen's instructions, the first Federal Regional Committee (FRC) chairman was named in November 1968. By January 1969, all Federal regions had a 4-C chairman and organization of the FRC's was underway. While conceding that some regions were doing better than others, Jule Sugarman reported in January to the 4-C Standing Committee that: "The Federal Regional Committees are progressing well." In most regions, the FRC chairman was a member of the regional staff of HEW's Social and Rehabilitation Service, although in Kansas, the chairmanship rotated. At this time, procedures for selection of the chairman and operation of the FRC varied from one region to another.

Delay Over Guidelines

In April 1969, the DCCDCA's project director in charge of 4-C technical assistance complained that the development of the FRC's was "sporadic, uneven, and in some areas non-existent," blaming the problems in large part on lack of Federal guidelines. The Federal-level-4-C Standing Committee had drafted guidelines for the selection and operation of 4-C pilot projects, but found it difficult to get this draft document formally approved at the upper levels by the participating agencies in Washington. Thus, there was confusion in the regions over the status and viability of the 4-C program, eligibility for participation, and other vital matters.

Again, the apparent lack of support for 4-C at the top created a bureaucratic vacuum that seemed to inhibit action by the Federal

Regional Committees. Part of this vacuum stemmed from confusion over a reshuffling of some children's programs at the Federal level and the announcement that HEW would be reorganized and a new Office of Child Development created within the Department. It was anticipated that this would affect organizational machinery at the HEW regional level as well. Questions about the administration of Head Start (responsibility for which was being delegated to HEW from OEO), about the level of funding for the Head Start program, and about a new staffing pattern resulting from creation of the Office of Child Development seemed to take priority over 4-C during the spring of 1969.

FRC Responsibilities and Procedures

On March 17, 1969, and official memorandum on "Responsibilities and Procedures for the 4-C program" was issued by the Chairman of the 4-C Standing Committee to HEW Regional 4-C Coordinators. In lieu of guidelines, the memorandum gave some guidance to the FRC's by listing their responsibilities:

> "In the early stages at least, the day-to-day responsibility for the operation of the 4-C program will reside with the Federal Regional Committee (FRC). In carrying out their major responsibilities, FRC's should:
>
> - Administer the 4-C program at the regional level.
> - Establish a point of contact and information for State and local communities.
> - Assist in the development of State 4-C Committees and local 4-C programs.
> - Approve applications for recognition as a 4-C program; recommendations of communities for priority in certain types of funding.
> - Organize their own activities, insofar as possible to permit a coordinated approach to a community.
> - Respond to requests for information and/or assistance from communities.
> - Request technical assistance for communities from DCCDCA.

- Expedite the flow of information to all appropriate destinations within their respective regions.

- Coordinate 4-C activities with regional Model Cities Program and other relevant planning and coordinative mechanisms.

- Prepare and submit regular reports to the 4-C Standing Committee."

Pilot Selection

The next day, the Chairman of the 4-C Standing Committee issued "4-C Policy Statement No. 2", asking each FRC to select at least two pilots in its region, one community and one State, to participate in the pilot phase of the 4-C program. Each FRC could determine its own criteria for pilot selection, but the policy statement suggested that the following "basic guidelines" be considered:

- A steering committee should have been selected (or procedures adopted to ensure selection) which has representatives from the following three components:

  - Agency -- public and private

  - Interested citizens, organizations and professionals

  - Parents (who shall constitute at least one-third of the committee)

- A list of persons on the Steering Committee should be available, identified as to their representation in accordance with item 1.

- A written agreement by participating members of the Steering Committee that it will develop:

  - A plan for division of responsibilit_ concerning areas and groups to be served by each of the participating member agencies.

  - An agreement in at least two of the following areas of coordination in which inter-agency agreements for implementation will be reached:

- Coordination of program matters
- Administrative coordination
- Staff development

By this time, some FRC's had already held initial meetings and were reviewing applications for 4-C pilot selection. A number of pilot selections made by the FRC's did not satisfy the program administrators in Washington. A further 4-C policy statement dated June 23 repeated the above criteria and entreated FRC's which had not yet picked pilots to follow them. This restatement was deemed necessary because some FRC's were choosing communities and States as pilots without knowing if they were interested in participating.

Washington preferred that pilot status be conferred on communities with a variety of existing programs and with a commitment to coordination, in the hope of spurring interest in coordination by developing model programs. One policy statement recommended that localities with Model Cities programs be selected as pilots, because of this program's emphasis on "interagency programmatic linkages." However, the FRC's frequently picked needy pilots which had few programs to coordinate. On the other hand, some FRC's tended to pick pilots in cities that were known to have difficulties with poverty programs, commenting that this would provide the acid test of the 4-C concept. These selections were in opposition to various unofficial expressions of the Standing Committee Chairman and the DCCDCA project director that the meager resources for the demonstration project should be directed to one State and one city, which could become regional models of how coordination might bring order from a chaotic proliferation of programs for children.

It was also the clear desire of Washington that the regions should pick one State pilot, and only one local pilot in order not to spread the pilot funds and the available technical assistance too thin. However, two FRC's selected more than one community pilot. Two regions did not really have State pilots because their selections declined to participate.

The next section describes the circumstances of the pilot selections by the Federal Regional Committees.

6. Early FRC Activity on Behalf of the 4-C Program

Denver Region

At its second meeting on January 30, the Denver FRC selected the city of Denver as its 4-C pilot community. This swift action was possible largely because Denver already had a coordinative mechanism which had been in the process of organization since the preceding June. With encouragement from Washington, this burgeoning 4-C model made considerable progress during the very early 4-C development stages. In later months, it was supported by FRC members. On March 22, Colorado was chosen as a State pilot and Missoula as another community pilot. In June, Helena was named as a third local pilot and it was decided that Missoula was to receive only technical assistance, not a division of the region's pilot funds. The Denver region was one of the two regions to name more than two pilots.

Atlanta Region

By April, the Atlanta FRC had held its fifth meeting and had chosen the city of Atlanta as its pilot. Like Denver, Atlanta received official encouragement from the beginning, with Federal and regional officials and DCCDCA staff devoting great effort during the developmental stage of 4-C to get the Atlanta pilot operational. Regional agency officials seemed determined to play the key role in pilot selection from the start and eagerly became involved in 4-C planning at both the regional and Federal level.

Once the pilot was named, however, the FRC seemed to lose interest in other 4-C developments in the region. They may have been damaged by the failure of their attempt to establish Georgia as the State pilot project. The Director of the Georgia Department of Family and Children's services initially expressed interest in participating in 4-C, but when he was invited by the FRC to work on a State effort, he decided to seek Federal support instead to develop a day care component of the WIN program.

Atlanta never chose another State pilot and, from this time on, the FRC became preoccupied with other, non-4-C matters. On December 11, 1969, it named Miami as a second pilot 4-C community, largely because Miami had moved ahead on its own to develop a 4-C and had put pressure on the FRC to name it as a pilot.

Dallas Region

Although the Dallas FRC had not selected its pilots by April, it was already working with some 33 different communities interested in developing recognized 4-C programs, and it had the most detailed operational procedures and criteria for evaluating proposals of any FRC. A major reason for early and enthusiastic response to 4-C in that region was the leadership of a strongly committed FRC member who later became FRC Chairman. A participant in early state briefings on 4-C, this individual recognized the need for child care coordination and subsequently became a charter member of the FRC. After becoming a member of the Children's Bureau staff in Texas, he served as specialist on community services for children for the Office of Child Development in Dallas. In addition to participating in early national meetings to prepare the 4-C guidelines, he personally provided assistance and information to many communities around the State. After an intensive evaluation of many applications, the FRC chose the State of Arkansas and the City of San Antonio as its Pilots in May 1969. One comment made in justification of this choice was that "if 4-C can work in San Antonio, it can work anywhere."

Boston Region

The Boston 4-C regional chairman was named in November 1968, and the FRC first met the following month. Boston encountered a problem with criteria in selecting its pilot projects. While it initially named Holyoke, Massachusetts, as its city pilot and New Hampshire as the State pilot, neither entity met the tentative criteria set down by the National 4-C Standing Committee. Because there were few day care or preschool programs in existence in either area, 4-C officials in Washington considered both the city and the State inappropriate for a national program intended to coordinate and develop interlocking mechanisms for programs already in existence. However, both were ultimately selected as pilot projects.

The Massachusetts 4-C committee has charged that its application for pilot status was not selected because the FRC was not really interested in working with a State which was sophisticated and prepared to take advantage of a Federal-State partnership. Certainly the Massachusetts application showed an older 4-C effort, a better organized 4-C committee and stronger governor support than New Hampshire's did.

Charlottesville Region

At its third official 4-C meeting, the Charlottesville FRC selected Louisville/Jefferson County, Kentucky as its pilot community and Maryland as the State pilot. The FRC 4-C Chairman had been named in December 1968, and the first FRC meeting was held two months later. A number of States and communities in the region expressed interest in the 4-C concept.

Chicago Region

Although the Chicago region did not select its pilots (Flint, Michigan, and the State of Ohio) until July 1969, there was early and extensive activity and interest concerning 4-C in that region. Following selection of a chairman in November 1968, the FRC prepared and widely disseminated an informative brochure on 4-C and provided speakers to interested groups in the region. Like Dallas, the Chicago region had the advantage of a strong FRC chairman, who was committed to the 4-C concept and encouraged early efforts to get the program into operation.

The pilots in this region seem to have been selected by the FRC without a detailed knowledge of the extent of interest in 4-C by the selections. An FRC member invited Flint to apply for pilot status, while the State of Ohio never submitted an application requesting designation. Flint slowly developed into a strong community pilot, but several attempts by the FRC and the DCCDCA consultants failed to awaken interest in 4-C from Ohio.

New York Region

In New York, the FRC 4-C Chairman was appointed in November 1968. Meetings were held monthly with representatives of the relevant local agencies through mid-summer, when the FRC chose Westchester County as its community pilot and Pennsylvania as the State pilot. The FRC expressed considerable skepticism about the possibilities of coordinating child care in the New York area, especially New York City. FRC members discussed procedural questions and the technical assistance role of DCCDCA at length.

When considering the selection of a State pilot in the absence of any applications, some on this FRC expressed doubt that Pennsylvania had sufficient variety of child care programs to benefit from coordination. Still, the Pennsylvania Welfare Department was making extensive and innovative use of its funds for pre-school care, and the State was well organized for coordinating its administrative departments. But the fact that Pennsylvania had not submitted a budget of how it planned to spend the pilot funds (and had not received them) by the end of the technical assistance period would indicate the 4-C Steering Committee had not found a significant function in the State structure.

San Francisco Region

The San Francisco region began to function slowly and was the last to name an FRC chairman, doing so in January 1969. Not until the seventh monthly FRC meeting in August were the 4-C pilots named: The states of Oregon and the cities of Seattle and Los Angeles. It also selected Portland, Oregon as a "limited pilot for interaction with the Council, but no supplemental funding."

Kansas City

The Kansas City (Missouri) region had been functioning with monthly meetings well before Secretary Cohen's memorandum was issued. The FRC served as a clearinghouse for 4-C information in the early months and prepared procedural guidelines and gathered data on child care and child care resources in each state. In August 1969, the FRC selected Wichita as its city pilot and named Nebraska as State pilot a month later. While this FRC initially planned to rotate its chairmanship among participating agencies, the task was settled eventually on the regional Office of Child Development.

7. Summary of FRC Effectiveness

In summary, it might be noted that all the FRC's did meet to some degree the responsibilities set down for them by the Federal 4-C Standing Committee in its March 17 memorandum. Each FRC was a functioning committee, composed of representatives of nearly all relevant Federal agencies involved in child care services, and met regularly throughout the period of pilot selection. While all the FRC's gave at least nominal support to the 4-C concept, many went further and initiated a great deal of activity: Working on operational guidelines, exchanging information, serving as an information clearinghouse, preparing informative documents, and fostering community development of the 4-C concept.

Most of the FRC's could be characterized as "responsive," rather than "effective." Usually it was up to the States and communities interested in 4-C, not just the Federal bureaucrats in Washington to exert pressure on the FRC's to work on 4-C matters. The inconsistent pressure from Washington did not seem to be sufficient to keep all FRC's actively involved with 4-C at the regional level.

Where there was a relatively high degree of 4-C activity by the FRC's during the pilot selection phase of 4-C, it appeared to be the result of an intense commitment to the 4-C concept on the part of the chairman or other members of the FRC. Because the program lacked legislative mandate, the leadership of a strong, committed FRC member to encourage FRC activity at the regional level and spur coordination at the local level seemed to be of special importance in the growth of 4-C. The development of the 4-C concept into a viable program was dependent upon good faith and cooperation from the grass roots up.

8. Formalization of 4-C National and Regional Machinery

By the spring of 1969, the 4-C effort was underway and the contract to provide technical assistance to it had begun, but the program was still somewhat of a step-child at HEW, having tagged along when Jule Sugarman moved from OEO to HEW in April. At this time, creation of a new Office of Child Development (OCD) within HEW was announced. One of its major responsibilities was to administer Project Head Start, which had also transferred to HEW from OEO. In July, the new OCD began to function. Reporting to it were the Children's Bureau and the Bureau of Head Start and Early Childhood. Sugarman served as acting director of OCD, as well as acting chief of the Children's Bureau.

OCD Leadership and Staff

Finally, by fall, 4-C began to receive increased recognition within HEW. First, a statement that leadership and staff were to be provided the 4-C by OCD was published in the Federal Register* as part of the official order signed by HEW Secretary Robert Finch establishing OCD. Shortly thereafter, creation of a 4-C Division within OCD was announced. (See organizational chart in Figure 8.)

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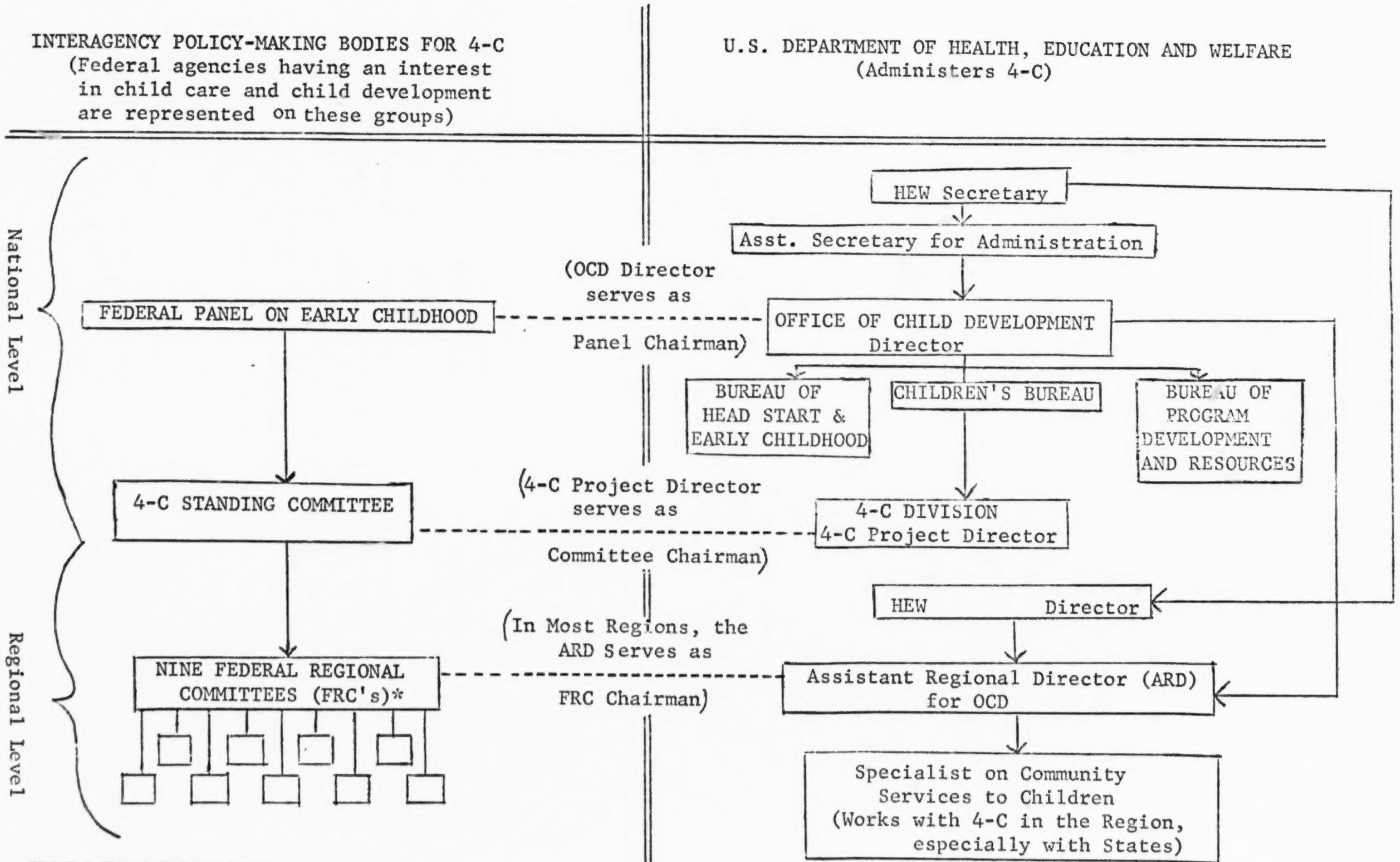
* Federal Register, v.34, No. 182, September 23, 1969.

Figure 8. 4-C Policy-Making and Administrative Responsibilities
(A Chart Showing Linkage after September 1969 Reorganization)


INTERAGENCY POLICY-MAKING BODIES FOR 4-C
(Federal agencies having an interest in child care and child development are represented on these groups)
U.S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
(Administers 4-C)
National Level
Regional Level
FEDERAL PANEL ON EARLY CHILDHOOD
4-C STANDING COMMITTEE
NINE FEDERAL REGIONAL COMMITTEES (FRC's)*
(OCD Director serves as Panel Chairman)
(4-C Project Director serves as Committee Chairman)
(In Most Regions, the ARD Serves as FRC Chairman)
HEW Secretary
Asst. Secretary for Administration
OFFICE OF CHILD DEVELOPMENT Director
BUREAU OF HEAD START & EARLY CHILDHOOD
CHILDREN'S BUREAU
BUREAU OF PROGRAM DEVELOPMENT AND RESOURCES
4-C DIVISION 4-C Project Director
HEW Director
Assistant Regional Director (ARD) for OCD
Specialist on Community Services to Children
(Works with 4-C in the Region, especially with States)

---

* A 10th region, Seattle, was established in 1970

Preston Bruce was named to head the new office.

The new 4-C Division was to perform the following tasks:

- Direct implementation of the program;
- Develop program concepts which could be applied within 4-C;
- Chair the Standing Committee of the Federal Panel on Early Childhood;
- Administer the technical assistance contract with DCCDCA;
- Work with Federal regional 4-C committees;
- Assemble 4-C regulations and policies as well as 4-C technical assistance materials.

The importance attached to the 4-C effort by OCD was indicated by a letter sent by Sugarman, in his capacity as acting OCD Director, to HEW regional personnel on October 1. He declared that "formation of 4-C organizations at State and local levels" was one of four priority areas on which OCD would focus during the coming year.

In January 1970, a memorandum sent by Sugarman to all FRC chairmen confirmed many administrative aspects of the 4-C program that were already in effect. The 4-C Standing Committee of the Federal Panel on Early Childhood was to continue to administer the program from Washington. Included on this committee were representatives from the following agencies: HEW, Labor, Agriculture, OEO, HUD, Bureau of the Budget, and Bureau of Indian Affairs. The project director of the new 4-C Division would represent OCD on the Committee and also serve as committee chairman. OCD would provide the nucleus of a secretarial staff for 4-C work, but the other agencies were to contribute staff help as well.

The role of the FRC's, described as regional counterparts of the national-level 4-C Standing Committee, was also reaffirmed in the memorandum. HEW's assistant regional director (ARD) for OCD was given primary operational responsibility for 4-C in each region and would provide staff to carry out FRC work. As 4-C moved into its second full program year and the new regional OCD machinery began to function, the ARD usually served as chairman of the FRC. Three "specialist" positions had been created on the regional OCD staff. One of these, the specialist on community services for children, took major responsibility for 4-C efforts at the State and local level, and often served as the FRC's executive secretary.

In July 1970, the use of funds under Title IV-A of the Social Security Act to develop 4-C projects was clarified and in effect approved in a directive issued by HEW's Social and Rehabilitation Service (SRS). This represented a potential boon to 4-C, which was without significant funding of its own. Under Title IV-A, States can be reimbursed for 75% of funds spent by the public welfare agency for "services provided in behalf of families and children, e.g., community planning..." Several 4-C pilots were already negotiating with regional SRS officials for such support; the new directive made approval for these and other pilots a near certainty. (See Appendix B for discussion of Title IV-A funds.)

At this time also, the President's appointment of Dr. Edward Zigler as the new Head of OCD was confirmed by the Senate. Dr. Zigler was named to replace Jule Sugarman, who retired from Federal service.

There have been no other recent significant changes in 4-C policy making or administration as of the date of this report. Since the major recent activity in 4-C has taken place in the communities, the history and status of the 24 pilot 4-C projects are presented next in Section IV, B.

B. INDIVIDUAL PILOT HISTORIES

The real story of 4-C becomes clear only in an examination of what happened in the individual pilot programs. Action, inaction, struggle, and achievement must be understood in the individual context of the State or community, because that is where 4-C really happens.

The following histories of the pilots are usually organized into four parts: 1) Status and Evaluation, 2) Background, 3) Development of 4-C Program, and 4) Recommendations. The histories trace the development of 4-C in the pilot communities and give their status and achievements as of August 31, 1970, when the provision of technical assistance under DCCDCA's original contract ended.

A Note of Caution

The pilot projects can hardly be considered ideal models. Many were deliberately selected because they lacked resources, or were known to have interagency or political rivalries that would provide tough tests of the 4-C concept. Some pilots might never have organized except for the pilot funds due them, nor held together except for the periodic visits of DCCDCA field officers.

Many non-pilot communities and States, developed by strong local leadership out of a real need for coordination, have firmer foundations than the pilots. Region I has three recognized State 4-C committees, of which the pilot is the weakest in terms of a wide-spread commitment to the coordination of social services. In Texas, three metropolitan 4-C committees are recognized, but the pilot committee is by no means the strongest. To truly convey the breadth and depth of the accomplishment of the 4-C system, similar histories of non-pilot communities would have to be included -- this of course was not possible under this contract.

These histories were prepared at the end of DCCDCA's technical assistance contract, usually (though not always) by the field officer who was assigned to the particular community or State. Files had to be assembled and memories hastily combed for data by individuals whose specialties are technical assistance, community organization, and human relations, not report writing. For any inaccuracies, omissions, or misinterpretations, the field staff of DCCDCA begs indulgence -- both of the reader and of the 4-C participants.

COMMUNITY PILOTS

A Pilot History

COMMUNITY COORDINATED CHILD CARE OF METROPOLITAN ATLANTA

Atlanta, Georgia

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COMMUNITY COORDINATED CHILD CARE OF METROPOLITAN ATLANTA

Atlanta, Georgia

1. STATUS AND EVALUATION

The Atlanta-Fulton County 4-C has spent the past year shaping its organizational structure, forming an executive committee and subcommittee, and hiring an executive director.

The pilot suffered from a general lack of operational direction and specific guidance from the national or regional levels. Further, the 4-C effort was hampered by an unclear relationship with its fostering organization, the Community Council of the Atlanta Area, Inc. (CCAA).

The 4-C project director was also a CCAA staff member and suffered a conflict of roles. The complete dependence of 4-C on another organization sometimes means that 4-C is subordinated to the purposes of that organization. In this case, the Atlanta 4-C plans to operate a demonstration day care center, which will in fact divert the Atlanta 4-C from the coordinative activities which should be its real goal.

The pilot effort has been weakened by the confusion in relationships. Further, meeting attendance has been low, and committee activity has been slow. Some improved administrative procedures such as definite scheduling of meetings and the provision of stipends for trainees might alleviate this situation, however, the pilot needs a major technical assistance to develop realistic plans for future operations, and to support these plans by specific procedures for reaching its goals.

2. BACKGROUND

The 4-C concept was first introduced in Atlanta at a Head Start Conference in 1968. Prior to this conference, Atlanta had been tentatively selected as a pilot by the National Office of Child Development. A Federal Regional Committee (FRC) meeting in Atlanta in June 1969, reaffirmed that FRC had committed the pilot grant to the Community Council of the Atlanta Area, Inc. (CCAA). The FRC felt that the CCAA was the only organization in Atlanta capable of handling the 4-C pilot program.

3. DEVELOPMENT OF THE 4-C PROGRAM

Early Activity

CCAA began planning for an initial 4-C meeting in the Fall to elect an *ad hoc* steering committee. A member of the CCAA staff was designated 4-C project director, and was to assume her duties when meeting activity began. During the summer of 1969, the CCAA held eight neighborhood meetings to set the stage for the Fall election of the *ad hoc* steering committee. These meetings were primarily orientation sessions for proprietary day care operators. Attendance included Head Start directors. CCAA staff were present to interpret the 4-C program.

Initial Meeting

In November 1969, a general organizational meeting was held at the Central Presbyterian Church. About 175 persons attended, representing more than 50 consumer and community organizations, and agencies accounting for more than half of all Federal day care funds allotted to the area.

Following presentations, a 75 man steering committee was elected and nine subcommittees were named. In addition, an executive committee was selected. Membership of this committee included a chairman, a vice chairman, a secretary, and the subcommittee chairmen.

The steering committee, in its elected form, included 27 parents, 25 day care operators and allied personnel, and 24 community organizations. More than 50 percent of the representation was black. The general purposes of this steering committee were these:

- To serve as a forum to discuss day care in Atlanta and Fulton County,
- To determine areas of need and priorities,
- To stimulate, through publicity, general interest in the need for day care and encourage implementation of day care programs,
- To make recommendations concerning the type and quality of day care needed,

- To consider current areas of coordination, implement expansion, and make recommendations for future areas,
- To determine where the responsibility for coordination should be vested and develop a policy-making board,
- To explore with the State Department of Family and Children Services the possibility of using Title IV-A money.

The following were cited as specific potential areas of coordination:

- Joint action in activities such as cultural enrichment, recreation, and parent education
- Joint use of supervisory or specialized staff
- Coordination of existing training programs
- Extending existing programs of personnel exchange for training purposes
- Extension of existing staff visitation programs
- Joint personnel recruiting system and interagency transfers

The steering committee was divided into subcommittees to study and make recommendations in the following areas: priorities and needs; public education and forum; purpose and policy; program; finance; staff; facilities, equipment, and resources; information and training. Invitations to work on these subcommittees were extended to persons having technical expertise related to the interests of the various groups. Monthly meetings were scheduled, and it was anticipated that the steering committee would work on general purposes and specific areas of coordination, and would develop a policy making board within a year.

The CCAA agreed to furnish initial staff to the 4-C program, to consider further staff commitments, and to work with the planning proposal.

Pilot Proposal and Budget

The pilot program planning proposal, submitted to the Federal Regional Committee on December 3, 1969, detailed the history of child care efforts in the Atlanta area and described the steering committee structure and subcommittee responsibilities.

An annual budget provided for a full-time 4-C Coordinator with clerical help and assistance from CCAA staff as required. The total budget amount was $29,240 including $9,000 from a DCCDCA pilot grant.

The FRC chairman notified the CCAA executive director of the pilot approval in a letter dated December 17, 1969. Final approval, however, was contingent upon submission by December 11 of a planning proposal modified in accordance with Federal Regional Committee comments. In the revised proposal, the total expenditures for the 12-month period were estimated to be $31,126 and the income the same amount. Income was derived from DCCDCA ($9,000), Foundations ($14,350), and In-Kind ($7,766).

The balance of the planning proposal was essentially the same as the original one submitted. Copies of the revised (and approved) planning proposal were distributed to members of the steering committee with the notice for the January 1970 Steering Committee Meeting.

In the interim, the contract for the pilot grant was negotiated and signed effective January 1, 1970 to June 30, 1970 (it was later extended to August 31, 1970).

Subsequent Activity

After the January meeting of the steering committee, activity continued within the 4-C organization on a subcommittee (task force) basis.

The subcommittee studied possible areas of coordination, approved the application of Model Cities for IV-A funds, and tentatively approved a coordinating mechanism in Model Cities under supervision of the CCAA and the steering committee. The public education committee co-sponsored with the National Council of Jewish Women, a speaker on day care and sent a newsletter to all on the mailing list concerning 4-C progress.

The priority and need committee investigated resources for day care and worked with a housing authority to build in day care facilities. The training committee worked on an application for a short training grant. The staff committee met with the Labor Department on the employment of day care personnel, and studied the need for technical assistance to day care operators. The executive committee recommended sites to the State Department for location of a demonstration project and met with representatives of this Department to discuss changes needed so that Title IV-A matching funds could be used.

Since funds were not received until February 19, 1970, the professional staff members and secretary were not employed until that time. Before then most of the staff work was done by the CCAA staff and students. A professional was hired as 4-C Coordinator, working under the project director. He worked on a part-time basis until the end of May when he completed his graduate work and came on board full-time.

Short-Term Training Grant

The training committee distributed copies of a training grant application received from the Department of Health, Education, and Welfare (HEW) to each 4-C committee member. HEW has an $11,000 grant available in Region IV for training people in day care. In a special meeting, the training committee prepared a project which could be proposed to HEW for funding. The deadline for submission of the application was May 1, but Atlanta requested an extension, since the application had not been received until mid-April. The 4-C decided to ask Georgia State University to act as sponsoring agency for the training grant.

The final proposal called for a week-long, mid-August workshop of 20 participants to be held at Coach School, a vocational facility of the Atlanta Public Schools located on the Georgia Tech campus. Funds requested for this short-term training grant were $6,000 to be spent between July 1, 1970 and June 30, 1971.

The seminar director was aided by a para-professional and a secretary in assembling and reproducing material before, during, and after the workshop. Recognized experts in the day care field were hired on a consultant basis, and they and parents served as resource people during the one night meeting.

This core group of technical assistance will no doubt be of immeasurable value to the development of the Atlanta 4-C Committee. Any material prepared by the seminar participants will be available, on request, to all groups involved in day care. These materials will also be available to the Office of Child Development for distribution.

Other Funding Activities

Model Cities

Atlanta 4-C has proposed an experimental central administrative and coordination mechanism to be funded with Model Cities supplemental funds. The Atlanta 4-C has proposed that it be the coordinating mechanism within Model Cities if funds are received for the proposed program. This suggestion was tentative and was accompanied by the statement that the staff used during the Model Cities effort would eventually become part of the overall 4-C effort. CCAA intends to use Model Cities funds for matching money in a Title IV-A request.

With the concurrence of the local CAA, CCAA applied to the Office of Economic Opportunity for a Mobilization of Resources grant for 4-C funding. Two weeks of staff time were expended in the preparation of this request for approximately $300,000, but nothing came of the application.

CCAA also attempted to obtain a part or all of the Georgia portion of the Donner Foundation grant for use in the 4-C program. The Georgia Department of Welfare asked CCAA for recommendations about the agency to be selected and for a location to be used as a demonstration day care center. CCAA responded to the Welfare Department request, but learned subsequently that the Family Learning Center had been selected as the recipient for the Donner grant.

Liaison is continuing with the State Department of Family and Children Services regarding the use of Title IV-A funds and then location of the Donner Foundation demonstration center.

Current Activities

A private day care operator who expected some of the Donner money and did not get it has founded a new private day care association which subsequently led to the formation of a new accreditation association to set standards for child care centers. This might lead to a fragmentation of the 4-C effort.

Even though the 4-C project director originally thought that a concensus to proceed would take more than six months, the purpose and policy subcommittee of 4-C was instructed to develop by-laws at an earlier date so that a non-profit corporation could be formed.

As we have noted, the 4-C staff was augmented in June 1970 by the addition of a 4-C Coordinator, and steering committee and subcommittee work in the specified areas is continuing as planned.

4. RECOMMENDATIONS *

- The Atlanta 4-C pilot should be continued but should receive intensive technical assistance from the regional and national levels.
- The position of 4-C director should be defined with the idea in mind that 4-C will eventually become an autonomous organization. The position should be staffed with a person who is able to work independently to achieve 4-C goals.
- A memorandum of agreement should be executed between 4-C and the CCAA, defining specifically the responsibilities of each organization and the procedures to be followed when overlap is indicated in areas such as funding, program and staff.
- The program should develop a realistic plan with specific goals to be accomplished.

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*These are the recommendations of the field officer who provided technical assistance to this pilot.

A Pilot History

METROPOLITAN DENVER CHILD CARE ASSOCIATION

Denver, Colorado

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METROPOLITAN DENVER CHILD CARE ASSOCIATION

Denver, Colorado

1. STATUS AND EVALUATION

More than a year before designation as a 4-C pilot, an umbrella organization to coordinate and plan child care services was formed in Denver, becoming the Metropolitan Denver Child Care Association. The MDCCA was the first pilot committee in the country to receive its pilot funds, and was early asked to sponsor a $600,000 Model Cities child care program, but these headstarts were not without their disadvantages. Development of the 4-C network of State and Federal committees as well as the funding mechanisms for Model Cities child care lagged behind the Denver plans, and months of waiting ensued before the local plans could function.

Formal pilot designation in February 1969 provoked an offer from the local CAA of the part time services of a staff person. This offer was accepted and the CAA staffer proceeded to undertake fund raising activities for the group. His most successful effort resulted in the donation by the Catholic Archdiocese of funds for a director and secretary. Negotiations with Denver Model Cities, which had begun in 1968, were also pursued. The loaned CAA staffer became director of the MDCCA in the fall of 1969, but this turned out to be an unfortunate choice. The gentleman was dedicated to bettering child care programs but had little leadership ability. The latter trait was sorely needed because of friction between certain factions on the Board. As a result of mounting personality problems, the director was ousted in January 1970, ostensibly because of his failure to conclude negotiations with the Model Cities agency.

It was not until March that a new director was located, and he did not assume his duties until mid-April. This person had a professional background in education and was a man of exceptional personal strength. The months of altercation and indecision were ended, and an enormous amount of activity was at once initiated under the new director's guidance. The long stalemated negotiations with Model Cities were unjammed, and contracts were signed naming the MDCCA administrator and operator of a $600,000 child care program. Although the MDCCA had not originally elected to operate programs, the lack of alternate funding finally forced them to accept, at least temporarily, an operational role.

By the close of the pilot period, the MDCCA had an outstanding list of achievements. The bulk of their time was of course absorbed in the tremendous task of setting up and staffing five new day care centers. As a result of bureaucratic red tape, incomplete and outdated records, zoning restrictions and simple contrariness on the part of many involved, only one center had been opened by the end of August 1970. A variety of related activities, however, were simultaneously furthering the aims of 4-C. Zoning restrictions were being tackled. Builders were approached with regard to including day care facilities in their new housing projects. Two major training grants were awarded to the MDCCA for education of day care personnel, and a program for training high school students as day care aides had been undertaken.

All of the successes of the MDCCA have been colored, however, by lack of full cooperation by welfare and city officials and others. An unconscionable amount of the director's time has been wasted in awaiting tardy bureaucratic decisions and in haggling over minutiae. The educational value of the experience has almost been outweighed by the frustrations involved. Only time will tell whether operating programs is in fact consistent with the administration of a 4-C program.

2. BACKGROUND

Ad Hoc Committee

In April 1968, a planning consultant with the Metropolitan Council for Community Services (MCCS - a United Fund Agency in Denver) submitted a staff paper which provided an overview of the needs and resources for child care services in Denver and proposed the creation of an organization to undertake coordinated planning for such services for the entire area.

As a result of this paper, the MCCS invited 32 agencies and organizations to participate in a meeting about day care needs.

On May 25, 1968, about 75 attendees of the meeting formed the Ad Hoc Committee on Comprehensive Child Care Services. This Committee undertook to develop a mechanism for comprehensive planning of child care in the Metropolitan Denver area, primarily for children of working mothers and mothers in work training programs.

The composition of the Committee reflected a wide sector of the community including, among others, the Community Action Agency, church groups, welfare and education agencies, the Model Cities agency, United Fund agency, Community Colleges, and some representatives of business and industry.

A contemporary survey determined that facilities available for full day care as of March 1968 consisted of the following:

- Five United Funds supported day care centers with a licensed total capacity of 365. They were operating at capacity and had waiting lists.
- Twenty-six proprietary day care centers of the full day variety were licensed for 1,238 children.

In a city of almost a half a million people, these facilities were clearly not adequate for mothers working or in training.

During the first meeting of the Ad Hoc Committee on May 29, 1968, it was proposed that an umbrella organization be created, utilizing the Houston Day Care Association as a model, which would serve as a central administrative structure to coordinate child care programs throughout the city. Such a comprehensive association would be a new pattern for delivery of child care services in Denver insofar as voluntary agencies were concerned. Only Head Start had undertaken a coordinated administrative approach to delivery of the various related child care services.

To define the nature and functions of this umbrella organization, the Committee divided into subcommittees on organization and structure, needs and facilities, funding, industry, community involvement, and training and education.

4-C Information

On June 12 and 13, 1968, HEW and OEO sponsored a Tri-Regional Conference on Comprehensive Planning for Services to Families and Children in Denver. At this meeting HEW announced the establishment of a Federal Panel on Early Childhood and outlined the 4-C program.

Those present noted the strong similarity of the 4-C program goals to those outlined by the Ad Hoc Committee in their proposal for the Metropolitan Denver Child Care Association. The Planning Consultant with the Metropolitan Council consequently contacted the Day Care and Child Development Council of America, for further information.

Incorporation

The Ad Hoc Committee met throughout the summer of 1968 during which the organization and functions of the proposed child care association were more clearly defined. Plans for incorporation were drawn up. Concurrently, Head Start social workers completed a survey of 39 out of 90 census tracts in Denver and learned that 581 families with 2,232 children felt they needed day care services.

On October 3, 1968, articles of incorporation of the Metropolitan Denver Child Care Association (MDCCA) were presented to the full committee for approval. An initial Board of Directors was selected by and from the committee. Incorporation was finalized October 15.

3. DEVELOPMENT OF 4-C PROGRAM

In October, 1968, a second official briefing was held in Denver to discuss 4-C and possible vehicles for the program at the state and local levels. A DCCDCA field officer present at the meeting felt the MDCCA was a 4-C committee in purpose and advised the MDCCA representatives to build up agency and parent participation in their association. The MDCCA seemed reluctant, however, to embrace 4-C without more specific program guidelines or to apply for some sort of 4-C affiliation in the absence of application forms and without the assistance of an experienced proposal writer.

Also in October, the MDCCA submitted a letter to the Model Cities agency offering to become administrator of the Model Cities child care program proposal. The Model Cities planners, under pressure to develop a child care program, approached MDCCA and asked them to assume sponsorship. A half-million dollar proposal containing day care centers and family day homes was quickly prepared, principally by two MDCCA members and the Model Cities social services planner.

Two months later, in December 1968, the MDCCA submitted an application to the Federal Regional 4-C Committee to be designated a 4-C pilot community.

The next month the FRC notified the MDCCA that it would need to expand its Board to include one third membership of parents whose children were receiving or would receive Federally sponsored child care services to be eligible for 4-C designation. To comply, the MDCCA therefore asked Denver Opportunity, the Community Action Agency and the Model Cities agency to propose a slate from their Head Start Parent Advisory Council and citizens advisory boards. Twelve additional Board Members were chosen from this slate, expanding the Board to 27 members and thereby meeting Federal requirements.

Pilot Designation

On February 26, 1969, the FRC notified the MDCCA of its designation as a pilot 4-C program. On April 1, 1969, upon request of the MDCCA, a DCCDCA Field Officer arrived in Denver for four days of meetings with the newly-designated pilot group and other related state and local officials. The assistance available to the Denver pilot through the DCCDCA's Federal contract included seed money, informational services and periodic on-site technical assistance from the Field Officer.

The MDCCA representatives were primarily interested in the amount of money and the limitations on the expenditure of these funds. They were interested in using this money to loosen up other funds from public and private sources. They were also concerned about the need to show visible progress in order to maintain community enthusiasm.

One obstacle at this point was the FRC's indecision about the number of pilots to be selected in the Region. Thus, the FRC could not decide on Denver's share of the funds available for pilots. This in turn limited the MDCCA's planning effort.

On April 15, 1969, a report presented to the MDCCA Board by the Purpose and Priorities Committee caused nervous reaction because it called for concrete action to replace the months of talking. The Committee submitted an 18-month planning and administrative budget for consideration, totalling $35,903. The Board realized the pilot funds could constitute only a fraction of this budget, and were confident of locating most of their financial support locally.

A Staff Director Offered

The Board at this meeting was informed of the Denver Opportunity's (CAA) offer of a staff member on a half-time basis through July 1, 1969. A degree of animosity between CAA personnel and more established welfare and social workers came to light in the discussion of this offer. The Board decided to accept the offer and to employ this person primarily to do fund raising.

The Field Officer observed at this meeting that the twelve new Board members, mostly from Head Start, Model Cities, and parent groups, were more impatient for action than older members.

On April 22, 1969, the MDCCA held its first annual membership meeting. About 75 people attended. A meeting of the Board was held following this event to reconsider the offer of staff assistance from Denver Opportunity. Some publicity had recently been given to a dispute between Denver Opportunity and the Model Cities agency, and some members of the Board were wary of involvement in any local dispute. A secret ballot finally decided this issue, however, and the Board accepted this staff person (who happened also to be a member of the MDCCA Board) to serve as acting director.

It became obvious from this issue that the Welfare/United Way segment of the Board and the OEO/Head Start segment distrusted each other, and that the Acting Director was not in a position to speak for the MDCCA Board.

Discussions with Model Cities people during April 1969, confirmed that the day care program proposal submitted months before was unrealistic in terms of MDCCA's capabilities. Although Model Cities staff was willing to approve a grant of $36,000 so MDCCA could start in earnest to implement the new programs, the DCCDCA Field Officer strongly recommended against use of these funds in the initial stages. The MDCCA as a 4-C vehicle was to develop a metropolitan wide 4-C orgamization, and might be hampered if the MDCCA were limited to the Model Cities area. The MDCCA decided not to accept Model Cities funds at that time. Echoing rumblings in the air, the Field Officer also warned that MDCCA should open lines of communications with the Model Cities residents about the day care proposal.

Meeting With Model Cities Residents

To this end, the staff person loaned to MDCCA by the Denver Opportunity met with the Resident Welfare Committee of Model Cities to hear complaints. Generally, the Model Cities residents felt the MDCCA was using the child care program to further its own goals and aims. Specifically, they expressed concern that the proposal submitted by the MDCCA and contained in the Model Cities plan was not tailored to the specific needs of the target area.

To enhance communication, members of the Welfare Committee were invited to attend the next meeting of the MDCCA on May 6, 1969, and several accepted the invitation. At that meeting, a full report of resident concerns was presented, and the Board accepted the residents' point of view as valid. A joint committee was appointed to redraft the original proposal to fit the needs of the target area.

Funding For 4-C

Funding for the day care services still had not been resolved at this point. Both parties (MDCCA and Model Cities) thought the other was going to come up with the funds. For this reason, the Model Cities proposal did not include a request for HUD supplemental funds for day care. The Model Cities people then suggested that day care be funded out of the $500,000 contingency fund included in the project. The DCCDCA Field Officer suggested that it was unlikely the entire pot could be utilized for this one purpose and advised that they attempt to obtain 75% Title IV-A matching funds through the state welfare agency.

As it happended, the development of a new day care proposal for the Model Cities target area consumed far more time than had been anticipated, and prevented the acting director from pursuing new funding sources as vigorously as he had intended. Nonetheless, by early June 1969, he had arranged for the preparation and submission of a proposal to the Catholic Archdiocese which had indicated considerable interest in the MDCCA. He had also contacted a local bankers' organization, called the Clearing House, and the local welfare department. Since none of these possibilities seemed likely to provide an immediate source of funds, the MDCCA applied to the DCCDCA for the money it was to receive as part of the 4-C pilot contract. MDCCA submitted its budget and made a request for $10,000. However, the determination of the amount of pilot funds was up to the Region VIII FRC, which finally selected three pilots and split the regional pilot allocation of $18,000 evenly, thus allowing $6,000 to Denver. Later, in August 1970, a supplemental allocation of $1,778 was made to Denver and nine other pilots through the efforts of the 4-C Division of the Office of Child Development (OCD) in Washington.

Publicity Effort Successful

While contract negotiations and fund raising efforts were underway, the MDCCA also undertook public relations activities. The Denver Post published an article on the MDCCA and the local TV station carried editorials citing day care needs in Denver. This publicity about the MDCCA's efforts resulted in office space being donated to the organization for three months, with an option to remain on the premises at the lowest going rate in the area.

On July 15, 1969, the MDCCA concluded a contract with the DCCDCA and shortly thereafter received $3,000, the first of two installments.

During the summer of 1969, Denver began to investigate whether United Way day care funds might be used to bring in 75% Federal matching funds under Title IV-A. Also, the Catholic Archdiocesan Evaluation Committee for the Disadvantaged donated $9,900 to MDCCA to pay for the services of a Director and a secretary.

In October, MDCCA representatives met with the president of one of the local labor unions who agreed to be Chairman of the

Denver Area Labor Federation Committee on Child Care. This was done in an effort to garner support for industry and labor funded day care centers.

Delay of Model Cities Proposal

During September 1969, the Mayor's Council approved the newly-drafted Model Cities day care proposal and submitted it to the City Council for approval. After the MDCCA, at the request of a Model Cities analyst, included in the proposal a detailed chart of work activities for the first year's program, the contract entered the world of politics and red tape for consideration and delay.

In December 1969, the Model Cities contract still had not been signed. The Director (formerly acting Director) was meeting regularly with Model Cities and Welfare officials to clarify budget details and accounting procedures. Meanwhile, little could be done. Although sites were under consideration and plans were being developed for one of the project centers, equipment could not be ordered and staff could not be hired without funds. The MDCCA hired legal counsel for assistance in the negotiations.

Determining Priorities

On January 6, 1970, during the first meeting after the Christmas holidays, the Board assembled to discuss priorities. Restiveness marked the proceedings. Several Board members obviously felt that things were not moving at an acceptable pace. The Director continued to ask approval of his every move. The Model Cities contract was still unsigned though this seemed imminent. MDCCA personnel policies had to be drawn up in connection with the contract, but a latent lack of confidence in the Director prevented decisions from being made. The lack of trust in the Director and the consequent lost of Board unity created disorganization.

It is difficult to say to what extent this disintegration directly affected the MDCCA negotiations with the city auditor and the local welfare people in connection with the Model Cities contract. It could hardly have helped.

Capabilities Questioned

In any event, city and county officials did demand details and plans of a sort that went beyond mere thoroughness. Moreover, although the original contract proposal designated the MDCCA as administrator of the program and provided for subcontracting for the actual operation of the day care centers, the city auditor and city and county welfare officials now refused to accept this provision.

They said that sound fiscal practice does not allow second and third party subcontracting. It was easy to interpret this stance as a reflection of official reservations about the MDCCA's capabilities. Unfortunately, the dynamics of distrust and dissent came into full play just as the DCCDCA contract funds were running out. The resultant lack of financial independence made the bargaining position of the MDCCA even weaker and it became the victim of its own internal struggle and the pressures of time.

MDCCA Board members began to think that their only chance of corporate survival hinged upon the Model Cities contract and the money it would bring. Since blame for the limping contract negotiations generally had been assigned to the Director (except, significantly, by the low income members who related well to the Director), he became the natural target for remedial action.

Director Fired

On January 26, 1970, an emergency Board meeting was called. The Model Cities residents, sensing a showdown, brought a group to the meeting. Although the Board wished to have a closed meeting, the Model Cities residents felt they should be included in the deliberations. There was a brief confrontation, the resident group left, and the Director was fired. He was offered a secondary job with the association.

This purgative action could not erase the fact, however, that the money was still disappearing, and the contract as conceived by city and county welfare officials, now required the MDCCA to become an operator of programs rather than administrator and coordinator. Although the Board had previously decided that the MDCCA would not operate programs, on January 27, faced with leaderless bankruptcy, the Board reversed itself, and endorsed operations as a way of life.

The following day brought a particularly rewarding meeting at which views were exchanged and recommendations made. The fact that all of the principals were present was the deciding factor. Much of the delay and confusion of the contract negotiations was directly attributable to the inability of the agencies involved to send the same person to all meetings. Much of the negotiation period was wasted in bring strangers up-to-date and awaiting opinions and decision from agencies which had not sent representatives to required meetings. It became quite clear at this meeting that the Denver city and county welfare department had not chosen to be flexible in its interpretation of Federal requirements. Regional HEW and FRC members were vocal and precise on the flexibility these requirements allowed, and some of the onus about lack of progress in contract negotiations began to shift from the MDCCA to the Welfare Department.

The dismissal of the Director and the understanding achieved in the above described meeting exercised a salutary effect on the contract negotiations. Within two weeks, agreement was reached concerning the most important particulars, and a contract between Welfare and the CDA was signed. Although the contract between Welfare and the MDCCA was not signed until mid-March (effective retroactively to February 1, 1970), it was possible immediately to take action on the acquisition of sites and the consideration of program. Efforts to locate a permanent director were accelerated, and a candidate was hired on April 13, 1970.

Strong Director Named

The new Director, a Mexican-American, fortunately was a man with professional expertise in the education field and a man of exceptional personal strength. The MDCCA at once ceased to be administered by a committee and an incredible amount of activity flourished under the new Director's guidance.

A careful review of staffing for the projected centers showed that there were more staff than was needed. The Director eliminated the unnecessary jobs and, in the process, saved approximately $62,000. This amount was reprogrammed into new home day care. The MDCCA offices, which had previously operated on a shoestring and borrowed equipment, were furnished with appropriate office machines. In the training field, the Director recommended that a proposal be made to obtain a Child Welfare League of America grant for the training of 125 people over a 13-month period. The trainees could be used to staff the five centers which they would be operating.

At the time the MDCCA accepted an operational role in the Model Cities Child Care program, there was much discussion concerning whether the demands of operation would prevent the MDCCA from carrying out its intended coordinative role. It was generally felt that a fairly substantial program of coordinative efforts could be maintained simultaneously. This in reality turned out to be a somewhat exaggerated prediction, and yet the MDCCA has managed to undertake numerous projects in implementing the Model Cities day care program which have been in line with the objectives of 4-C.

Training Grants

The MDCCA has been particularly successful in the initiation of training programs for the area. In the Fall of 1969, the MDCCA initiated and conceived a proposal for an Education Professions Development Act grant which was later awarded. As a result, the MDCCA, the Colorado Department of Education, and Community College of Denver have teamed up to implement the three-year grant for the coordination and training of early childhood workers. Responsibility for planning, coordination, and development of early childhood training programs with career progressions has been delegated to the MDCCA. Community College has contracted under this grant to carry out a nine-month program to prepare 40 mothers to care for children in their homes and ten potential teachers. The program will offer 9 hours of college credit.

The Child Welfare League of America training grant has been awarded to the MDCCA which will administer the grant jointly with the local MDTA office. The training program will be run through Community College and Metropolitan State College and will consist of three 16-week courses, each involving 40 participants. The format will follow a pattern of two days in class and three days in centers. Money has been allocated for stipends to the participants, and placement will follow completion of the course. This will result in a supply of trained staff for day care centers throughout the community as well as those in the Model Cities target areas.

Fighting Restrictions

Another area in which the MDCCA Director has been active is zoning restrictions. Although there are many day care centers in the Denver area, there are apparently not enough to have warranted special attention from zoning authorities. Consequently, day care centers have been thrown in with hospitals, schools, etc. for zoning purposes. Obviously, the disruptive characteristics of a hospital or school hardly apply to a vastly smaller child care facility, but no one in the past has troubled to ease the restrictions.

The MDCCA has taken an active role in changing this situation. Although cases are being dealt with on an individual basis at this time, it is hoped that day care facilities as a category will eventually be given a less restrictive zoning classification.

The importance of including day care centers as an integral part of apartments and other housing projects is being promoted by the MDCCA. Major builders in the Denver area have been approached by the Director about including day care facilities in their new housing projects. The initial reaction of the builders was lukewarm at best, but they were asked to get the opinion of future tenants. The response from the latter was so enthusiastic that builders have, on their own, contacted the MDCCA for information on building specifications for day care facilities.

Funding is a problem for the MDCCA as it is for other similar organizations throughout the country. Although the funds for operating the Model Cities project are adequate, these monies cannot be applied to efforts outside the target area. The Director is therefore spending what time he can in identifying potential sources of funding to support efforts in all areas of the city.

In the course of getting day care centers into operation, the MDCCA has become acquainted with the appalling lack of communications among the various child care agencies. Some information is available but it is seldom consolidated in useful form and virtually never shared. This has led to duplication of effort, inefficient programming and serious gaps in the delivery of child care services. When time is available to create a comprehensive, metropolitan information retrieval system, the MDCCA will have a body of facts and figures to work with.

Coordination and Planning

Although establishing five new day care centers has been time consuming, the MDCCA has managed to maintain activity in the coordinating filed. During the second year of the Model Cities child care program, however, the MDCCA hopes to be able to spin off operational responsibilities to another agency and proceed to carry out the planning and coordinating role which the group had hoped to play.

The decision and subsequent contraction to operate the Model Cities Child Care program turned out to be beneficial for the MDCCA. The success of the MDCCA in any of its later endeavors, however, cannot be separated from the outstanding influence exercised by its new Executive Director who took office in April 1970. Under the new Director's guidance, the Model Cities program was revised carefully, thus freeing sufficient funds to double the amount of in-home day care day care projected by the program. Immediate action resulted in the opening of the first of five centers on June 1, 1970. In spite of difficulties with properties and zoning restrictions, the MDCCA hopes to have all five centers in operation by October 1970.

The intricate planning involved in the establishment and staffing of new centers has exposed the MDCCA to some of the glaring problems attached to the day care center business. This first hand experience with bureaucratic procedures, incomplete and outdated records, zoning restrictions, etc. will provide invaluable background for the MDCCA when it is able to apply itself to the comprehensive planning and coordination of day care programs throughout the metropolitan area.

A Pilot History

FLINT GENESEE COUNTY COMMUNITY COORDINATED CHILD CARE ASSOCIATION

Flint, Michigan

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FLINT GENESEE COUNTY COMMUNITY COORDINATED CHILD CARE ASSOCIATION

Flint, Michigan

1. STATUS AND EVALUATION

Flint and Genesee County, Michigan formally constituted itself as a 4-C association with policy board in September 1970. This culminated more than a year's effort to structure a balanced and representative 4-C mechanism in the community.

Flint has been slow and cautious in the 4-C process. One reason is that the 4-C process itself is inherently slow because it requires voluntary effort. Flint, in its effort to do everything right -- the first time -- notably in the writing of by-laws -- has been extra slow. Also, the funding resouces available were meager. Still another factor was the slowness with which the community came to understand and accept the 4-C concept.

Perhaps because of its long time preoccupation with locating funds for building child care facilities, the Flint group held fast to a conviction that 4-C was going to rain down money upon it. As a result of this persistent misunderstanding, the first few months of the pilot period were largely an educational exercise.

One of the first tasks which the 4-C group addressed was the structuring of by-laws. Because of the lack of appropriate model, the by-laws subcommittee spent several months discussing issues and composing by-laws. Although it was a long and arduous process, the resultant document provided an excellent structural basis for the 4-C mechanism in Flint.

The Flint 4-C pilot considered coordination and the provision of actual services more important than recognition. The consensus was that recognition would be the natural result of a job well done. The committee's philosophy was that any activity which stimulated or encouraged the spirit of cooperation in the community would ultimately benefit the 4-C process itself. As a result, rather than concerning itself with fulfilling specific requirements for recognition, the pilot group concentrated on sponsoring several small scale projects. Attempts at coordination resulted in:

- Receipt of a $26,000 Education Professions Development Act grant for training of child care personnel.
- A simple central referral system which helped to make 4-C a focal point for all matters relating to child care services in the area.

- A central information exchange capability.
- Storm warning procedure for agencies and centers.
- Informal joint purchasing.
- Development of a "Family Day Care Program" ($200,000) for the Model Cities area using Title IV-A of the Social Security Act.

As in many other pilot communities, the Flint 4-C was approached by Model Cities with regard to the development of a child care program. The steering committee had successfully drawn into its membership a wide range of persons in the child care field which enabled it as an organization to fulfill the Model Cities request for a proposal. A 'Family Day Care Program' was developed by an ad hoc committee and subsequently accepted by Model Cities. The program will receive a total, when matched with Title IV-A funds, of some $200,000. The 4-C people have maintained the position that they must not become involved in operation of programs if they wish to remain a neutral force within the community, and this philosophy was applied in the case of Model Cities as well.

A major asset of the Flint pilot has been its pilot coordinator, who has proved eminently qualified in the position. She knows the community (people and services) extremely well and can relate to all levels of people, from bureaucrats to parents.

Even with a competent coordinator, however, the 4-C process demands more time to implement than was initially envisioned. For instance, provision of enough money to do initial surveys and planning of needs and resources in the community would subtantially reduce the amount of time needed to establish 4-C.

2. BACKGROUND

The City of Flint and Genesee County was chosen as a 4-C pilot in June 1969, by the Federal Regional Committee in Chicago. The two communities contending for designation as pilots were Flint-Genesee County and Detroit-Wayne County. Flint was chosen because of its size, a previous attempt at organizing for day care, and the number and variety of child services existing in the community.

Genesee County, with Flint as the county seat, is located an hour's drive northwest of Detroit. Its principal and single industry is the automobile. The population of the county is a little over 400,000 with better than half the population living in Flint.

Services for children in Flint-Genesee County are both many and varied. The Flint Community School concept, initiated more than 15 years ago and funded by the Mott Foundation, provides a wealth of recreational activities centered around local schools. The Mott Foundation (one of the largest foundations in the country) also operates or supports numerous other child care services, ranging from a large Mott's Children Health Center, to summer camps for children.

There are also a sprinkling of private profit and non-profit day care centers. A large parent-child nursery group serving more than 1,500 children is extremely active in the area. Generally speaking, however, the community is very strong on programs and services for children of school age, and weak on preschool child development and day care programs.

For more than a year prior to its designation as a 4-C pilot, a Child Care Committee existed under the auspices of the Genesee County Council of Social Agencies. The Child Care Committee was a result of an increased interest in the provision of day care services in the community. Several church groups, the Salvation Army, upper middle class ladies, and the Junior League formed the committee to establish more day care centers. Although it met on a regular basis for a little more than a year, the committee's attempt to find new resources with which to open and operate day care centers was not successful. In one instance, a center which the committee helped to start folded because of bad planning.

3. DEVELOPMENT OF 4-C PROGRAM

Designation

In the Spring, 1969, the Child Care Committee learned of the 4-C process and that a community was to be chosen in the near future as a pilot project.

The Committee contacted Mrs. Rachel Robbins at the Chicago Regional Office of the Social and Rehabilitation Service, HEW. Mrs. Robbins was the staff person for the Federal Regional Committee in Chicago. In a visit to Flint in May, she explained the 4-C process, and encouraged the committee to apply for designation as the pilot. Mrs. Robbins was impressed by the existence of a committee and by a preliminary background and survey paper on day care in Flint-Genesee County.

On July 17, the FRC chose Flint-Genesee County as the local pilot for Region V.

Initial Effort

Once the pilot designation was made, this Child Care Committee became the steering committee. However, despite all attempts to prevent such attitudes, the committee believed that the pilot designation would somehow bring them substantial Federal funds for programs.

This attitude reflects the single most immediate difficulty in establishing 4-C -- trying to get community understanding of the concept. At least three of the first meetings in Flint were an educational process devoted to an understanding of and rationale for the 4-C concept. Overcoming the "how much money can we get" syndrome was a painful but necessary process. Superficially, everyone paid homage to the desirability of planning and coordination of services. But grasping the realization that it was becoming an on-going planning, coordinating and service body rather than a program-oriented body was difficult for the members at first.

The committee has continued to maintain the position that 4-C must play a non-operating role. On a practical level, this position has resulted in a neutral and non-threatening posture. There was some concern on the part of some of the committee that this neutrality would amount to an ineffective organization. But the Field Officer advised that the purpose of 4-C was to bring together, at whatever level possible, people with varied interests; and a neutral stance on the part of 4-C was necessary, and even more so in the intitial stages.

There were some visible and strong reservations expressed initially. Most of these reservations were based on uncertainty about the future stability of the concept. Past experience on the part of some agencies and individuals (e.g., the school administration) had made them wary of "one shot" Federal programs.

Community Education

To alleviate community fears and to increase its visibility within the community, the 4-C steering committee began performing tangible services within the community almost immediately. (Although the pilot was designated in July, major activity did not begin until October 1969.)

The committee's first undertaking was to make a preliminary survey of all children's services in the community. This was more than a mere exercise because it afforded another opportunity for explaining and expounding on the 4-C idea. The survey also provided a good basis for the first community-wide formal meeting to get the 4-C off the ground.

The Child Care Committee had been receiving good coverage in the local press (Flint Journal) in their attempts to advocate the establishment of new centers. This same good publicity followed through to the 4-C effort and helped establish 4-C as the most natural place to turn for anything to be known about children's services in the community.

The community-wide meeting, sponsored to include many of the agencies and people which the committee wanted to attract to the 4-C effort was a great success. Forty-five to fifty agencies and services were represented. The preliminary work that preceded the formal kick-off was the obvious reason for the meeting's success. Getting a large nucleus of people in on the ground floor of the process is crucial because people who come in at scattered stages of the process tend to take up time and energy in the educational process. Meetings can be non-productive and repetitious. Naturally, some people did come into the picture after the beginning of the process, but they were informed individually and given some intensive help in understanding 4-C. Flint worked well in this respect. The pilot had most of the people it needed and these participants remained stable through the year.

Committee Structure and By-Laws

At this county-wide meeting the consensus was that the already existing Child Care Committee, with some additons, would serve as the steering committee. The representation on the steering committee was well-selected, (School Administration, CAA, Head Start, Parent-Child Nurseries, private operators, etc.) with the exception of the parent representation.

Parent Participation

During most of this organizing effort the Flint 4-C committee generally felt that parents would not be interested because of the lack of program emphasis. As a result the involvement of parents was not emphasized by the pilot, although repeated efforts to have parents present were for the most part successful. However, all the usual difficulties of parent involvement (availability, timing of meetings, etc.) plus the conceptual and organizational and planning nature of 4-C made it extremely difficult to hold the involvement of parents. For the most part, the parents who were and would be interested were already involved in their own particular programs (e.g., Head Start, Parent Advisory Committees, Parent-Child Nurseries). By the end of the contract period the coordinator was planning special sessions for parents who have children in programs to enable them to come to grips with the 4-C process and define it in terms of their own needs and interests. Despite its problems, the advisory policy board has managed to maintain a one-third parent representation from various parent groups and individuals belonging to the 4-C association.

The steering committee had decided, at the suggestion of the Field Officer, to set up a by-laws committee to begin to work on a structure for the permanent 4-C organization.

The by-laws committee consisted of four steering committee members and the Field Officer. The plan was simple: to study existing 4-C by-laws (approximately 12) and to use them as a base. The sub-committee spent approximately sixty working hours together. Since none of the available by-laws except the District of Columbia's attempted to deal with much beyond the usual formalities of by-laws, the Flint pilot felt that three additional issues had to be addressed:

- Representation
- Structure and Power
- Large number of agencies and individuals.

Board representation according to the depth of agency or individual interest needed to be addressed from the beginning. The number of children served, the size of a budget, the power to make or influence decisions in the area of children's services, etc., all affect the depth of one's interest. To address that problem, the subcommittee resorted to a category system (e.g., direct service agencies, indirect service agencies, etc.) and, depending on the depth and scope of interest, divided the representation on the governing board accordingly.

The by-laws set up an "association" and a "policy board". The association is open to anyone, and association members, according to their membership category, elect the policy board members. The policy board is the governing body, invested with all decision-making power. The association meets semi-annually to approve the budget and to receive reports from the policy board.

Because the 4-C concept calls for board representation, the number of agencies in Flint-Genesee County (100) suggested that representation of all of them would result in an unwieldy policy board. As a result the steering committee insisted that the board be kept small. The committee therefore created a small 24 member policy board. Fifty percent of all committee members are persons who are not members of the policy board. To insure meaningful participation in policy matters by committee members, the by-laws also named the standing committees (e.g., training, finance, joint purchasing, transportation, etc.).

Sections of the by-laws were given to the steering committee as the by-laws committee completed the drafts. The by-laws were sent out to the full membership for discussion and suggestion. In fact, several meetings were devoted to discussing by-laws. These meetings helped allay fears and created a base of trust. When all objections, corrections and suggestions had been made, the full body "accepted" the by-laws as the working document to be submitted to their agencies to seek a formal commitment of membership in the permanent 4-C association. After much effort the final draft was approved in the middle of March 1970.

It was the judgment of the Field Officer that because the 4-C process attempts to bring together many varied interests, that complexity must be dealt with initially in the 4-C effort as reflected by the by-laws, to assure continuity and to lay a firm foundation.

Since May, the coordinator has established the mechanics for the permanent and formal establishment of the association and for the election of the policy committee. Each organization received a copy of the by-laws and an application explicitly stating that the applying member must subscribe to the purposes and objectives of the association as stated in the by-laws.

All members then received a ballot, prepared by the nominating committee of the steering committee, on which to vote for the policy board representatives in his category. Voting was completed by September 1, and a permanent 4-C association and policy board is currently in place.

Pilot Funds and Staff

After deciding in January 1970, to establish itself as a private non-profit corporation, the steering committee in March contracted with the Day Care and Child Development Council of America for $12,000. However, it was almost April before a staff person (Gwen Crawley) was hired and brought on board.

Coordinator Gwen Crawley spent April through August gaining the formal commitments of agencies and individuals and parents to the by-laws and to joining the 4-C association, thereby creating the permanent 4-C policy board. At the same time she made personal visits and established communication with the vast majority of the agencies and people who are important to the 4-C effort. Her purpose has been to establish the credibility and visibility of 4-C. She became the central point for referral and information, which was an invaluable role in fostering coordination and cooperation.

Coordination Effort

The pilot made an on-going effort from the beginning to latch onto any possibilities for coordination. This effort demonstrated to the membership the potential benefits from the coordinating process.

For example, some EPDA funds were earmarked for communities trying to implement the 4-C process. A proposal for devising and carrying out a training curriculum in conjunction with Flint Junior College was approved and funded for $26,000. Although the college has the legal responsibility for the program, a special liaison committee from the 4-C group has been set up to coordinate the program with agencies and individuals throughout the community. This is the first systematic training program in the child care field ever to exist in Flint. The program is open to any agency. The private operators showed particular enthusiasm for this training opportunity.

The other specific areas of immediate and pratical coordination (simple central referral; and information and joint purchasing systems, storm warning process, etc.) do not require detailed explanations except to emphasize again that many of the participants were struck by the fact that even such simple, obvious -- and necessary -- coordination is simply not accomplished without a process like 4-C. It was repeatedly remarked that these simple coordinative functions never seemed to be performed successfully by individual citizens.

Model Cities Program

The Family Day Care Program for the Model Cities area deserves speicial attention. This particular project, more than any other illustrates the necessity and value of 4-C.

For a variety of reasons, Model Cities had appropriated $50,000 for child care in the community but had structured no program. The Model Cities staff asked the 4-C coordinator for help and advice. She formed an ad hoc group from the 4-C membership with a variety of talents and resources: proposal writing, licensing, child development specialists, etc. This group, in conjunction with the Model Cities staff, developed a Family Day Care Program, a high quality opportunity to Model Cities residents. The ad hoc 4-C group also acquainted the staff with Title IV-A of the Social Security Act and went through the process of having the proposal approved by the State and Federal Regional authorities.

The success of the ad hoc group in developing the Model Cities program stemmed from the relationship built up through the 4-C group which enabled those members to use the available talents and resources to work together to produce the program. Without a definite person (4-C coordinator) fitting all the pieces together in a mutually acceptable form, the process simply would not have happened.

The Model Cities staff and citizens group wanted the 4-C association to set up and administer the program. But it was generally agreed that administering or operating programs would be detrimental inasmuch as it would weaken the neutral stance of 4-C.

4. RECOMMENDATIONS

The 4-C experience in Flint has every propsect of succeeding. The size of the pilot and the number of people who are working to implement 4-C and the bright possibilities for some kind of local funding (Council of Social Agencies and/or Mott Foundation) present an optimistic outlook. The need for 4-C type planning and coordination has received close attention from many of those involved in an effort to survey the social service delivery system in Flint-Genesee County. Their final report included an evaluation of the Flint 4-C pilot.

Specifically the coordination and development of adequate day care facilities in Genesee County through the efforts of the 4-C program should include the following:

- A study of the need for adequate licensed day care centers and nursery school facilities in Genesee County.
- A review of the interests and needs of working mothers in larger manufacturing plants in Genesee County to assess the need for in-plant or near-plant day care facilities.

- The establishment of after school day care programs related to the community school facilities and the Flint public school system for children over seven.
- The establishment of Federally funded programs, through such agencies as Model Cities, which include complete day care programs.
- The strengthening of foster family day care services through the Genesee County Department of Social Services, including better services to licensed homes and the licensing of more homes.

A Pilot History

CHILD CARE COUNCIL OF GREATER HELENA

Helena, Montana

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CHILD CARE COUNCIL OF GREATER HELENA

Helena, Montana

1. STATUS AND EVALUATION

Four-C in Helena, Montana is a viable, operating organization. The community has begun to regard the 4-C organization as the central clearinghouse for matters concerning child care and the 4-C is preparing to apply for recognition as an operating 4-C effort.

Winning a contract to administer a program for upgrading existing day care services in the Model Cities area was probably the major contributing factor to Helena's success. Although the Committee's initial proposal was refused, 4-C was finally awarded $32,000 for the program, of which $10,000 was earmarked for 4-C administration and coordination.

Four-C's direct contribution to the contract is to provide personnel and to make materials on day care available to all day care operators in the area. Generally, the program has been well-handled and has wide impact since most of the city is included in the Model Cities target area.

To fulfill one of the goals of its Model Cities proposal, Helena has undertaken a survey of child care needs and resources in the area. More than 5,000 questionnaires were mailed to parents and distributed to doctors and hospitals. The public school system has offered to tabulate survey results free of charge.

In addition to the Model Cities program, the 4-C Committee has begun to develop a resource library and equipment pool for use by all day care operators in the Helena area. This was undertaken to promote a better rapport with the private operators, whose fear and misunderstanding of the program led them to regard 4-C as a major competitor in the offering of day care services, rather than a mechanism which is useful to profit and non-profit centers alike. This dissatisfaction and confusion on the part of the private day care operators was a major contributing factor to the failure of the 4-C Committee's initial proposal to Model Cities.

In the beginning, Helena's 4-C effort was plagued by a lack of continuity of membership and a needlessly long planning period. For the first several months of its existence, the 4-C Steering Committee was haphazardly composed of whoever showed up for meetings. To compound the problem, this transient 4-C Committee attempted to develop by-laws, segments of which were handled by a dozen different small groups at as many meetings. The result was a disrupted schedule and interminable by-law revisions.

As in the instance of many other pilot cities, Helena's effort will prosper as long as government funds allow. However, Helena will suffer serious financial problems when it must turn to meager local resources.

2. BACKGROUND

Based on a Model Cities survey in November 1968, there were approximately 25,000 people, or 7,000 families in Helena, Montana. More than 10 percent were families with children headed by a single parent. Approximately 75 percent of these single parents were employed full or part time or were in training programs. About 2,100 children were members of one-parent families referred to here. Of these, approximately two-thirds or 1,400 were in need of child care services. Of the 1,400 children, an estimated 900 were school age (6-12) and 500 preschool age (infancy-6 years).

About 10 percent of the city's families with children were living on incomes below the poverty level (based on $3,500 for a family of four). It was estimated that at least 20 percent of this group lacked adequate transportation facilities. At the date of the survey, only 44 families received AFDC; an additional 40 were receiving some County General Assistance, primarily in winter months. The average AFDC payment was $37 per month per person. In this area, the AFDC program also provides medical care, food stamps, case work services, and day care for children of AFDC families. Children who are past or potential recipients of AFDC are also eligible for day care services. According to the Lewis and Clark County Welfare Department, 28 children in this category were accepting this assistance.

Helena's Indian families suffer more than any other group from poverty, deprivation and generally unsatisfactory conditions. As of October 1968, there were approximately 200 children in 75 families, 75 percent of whom were living on inadequate incomes. Only eight Indian children were in day care programs.

As of early 1969, the Welfare Department was paying for care for 240 children in licensed facilities, 90 in day care centers and 150 in 50 individual homes. There were three licensed day care centers and two Head Start Centers in Helena. Only the Head Start Centers met Federal Child Care Standards. Montana State Standards permit six children under 12 per adult.

In addition to the above, the City-County Health Department sponsors a comprehensive health services project (Children and Youth Project # 633) which, as of early 1969 was providing free medical services to approximately 1,200 children, ages six weeks to 16 years.

Training programs administered by CAMPS, CEP, and WIN were including child care funds in their budgets, and Model Cities and CAP planners hoped for great expansion of the number of facilities in the Helena area.

3. DEVELOPMENT OF THE 4-C PROGRAM

Pre-Designation Activity

In February, 1969, the Program Director of Rocky Mountain Development Council, Inc. (CAA) in Helena communicated with the Regional Commissioner of SRS in Denver, expressing Helena's interest in developing a 4-C program in their area to supplement the efforts of Model Cities and Head Start. In response, Helena was sent the latest materials on 4-C and advised to follow the guidelines therein. It was pointed out that certain preliminary steps must be taken to ascertain community readiness to cooperate before Helena could apply for designation as a 4-C pilot community.

The local CAA undertook the original 4-C organizational activity in Helena and invited all child care agencies, public and private, as well as providers of child care services, community planning organizations, and parents to participate. This group became the initial 4-C Steering Committee which met several times to discuss community child care problems. The Steering Committee also obtained supportive letters from the State Departments of Health, Education, Welfare, Employment and OEO, as well as the other local public and private agencies which had participated on the Steering Committee.

In approximately three months, the Helena Steering Committee succeeded in pulling together representatives of those categories required in the Federal Guidelines and in developing a reasonably complete planning proposal. This proposal was submitted to the Region VIII Federal Regional 4-C Committee on May 2, 1969, together with an application for designation as a 4-C pilot community.

Because the FRC had not yet made a decision as to the number of pilots to be named in this region, it delayed considering Helena's proposal until June 26, 1969.

At that meeting, the FRC was joined by two representatives of the Rocky Mountain Development Council who supplied details on Helena's plans. They outlined the child care problems of their community in relation to working mothers, AFDC recipients, etc. Their proposed plans called for establishment of a referral center, training centers for all day care staff, and new facilities. They estimated their first year budget at $15,000.

The FRC discussed the plans and made a tentative decision to designate Helena a pilot 4-C community. The FRC then suggested several possible sources of funds: Bureau of Indian Affairs assistance, AFDC, WIN, donations from the private sector, employers of women, CEP, health department services, Model Cities, School Lunch Program, etc. Helena had already approached several of these.

Pilot Designation

The Helena representatives returned to Montana without confirmation of their pilot status. They were encouraged to add parents to their committee to meet requirements and were told that their application was under serious consideration.

The FRC in fact determined to designate Helena a pilot at this meeting but deferred notification to Helena pending approval by the 4-C Standing Committee in Washington, necessary because Helena would be the fourth pilot in Region VIII.

Upon receipt of approval from Washington, the FRC notified Helena on July 31, 1969, of its designation as a pilot 4-C community. The DCCDCA Field Officer made his first field trip to Helena two weeks later and met with the principal architects of the Helena 4-C effort and the 4-C Steering Committee. The latter indicated that they wished to establish a 24 member Board of Directors with a nine member Executive Committee. The Field Officer familiarized the group with the fundamentals of writing by-laws and helped them to determine the basic organizational features they desired.

At this point the group considered whether it should be an association, a corporation, an independent group or a delegate agency of the Community Action Agency. It was generally thought desirable to become an independent association of member agencies. The Field Officer spent a full day becoming acquainted with State and County Welfare officials who were quite receptive to the 4-C idea.

Developing By-Laws

During the late fall and winter months of 1969, the Helena 4-C Committee moved slowly to develop a set of by-laws. Although telephone contact with the pilot was maintained by the DCCDCA and assurances were repeatedly made of willingness to assist them in their labors to develop a set of by-laws and a contract proposal, no request was made for such assistance.

In December 1969, Helena sent a planning proposal to the DCCDCA. This proposal was forwarded to the FRC for approval prior to conclusion of a contract between Helena and the DCCDCA. A contract was finally drawn up and executed on January 12, 1970. Helena was sent a check for $6,000 the following day.

In mid-February 1970, the Field Officer spent three days in Helena, during which he observed a meeting of the full Steering Committee. A problem confronted the Helena 4-C group in that several women from the local chapter of the American Association of University Women were attempting to control the Committee.

This group, which was heavily represented at each meeting, managed to vote in and out of office a succession of Committee Chairmen. There was a new Chairman practically every month, depending upon how well the given Chairman got on with the AAUW ladies. This unorthodox and fluid situation resulted in a feeling of impotence on the part of other members of the Committee and led to little but infighting among them.

These women, primarily wives of State officials, represented potentially strong allies for the 4-C cause since they had direct access to the people who could smooth the path for new ways of doing things. It was therefore desirable not to alienate them but instead to bring them into a wider group effort with balanced powers of decision on matters of common concern to the group. The Field Officer tried to convince the group of the necessity for a stronger organizational framework within which everyone could comfortably operate. The need for balanced representation on a permanent Board of Directors was emphasized in order that votes on issues be as orderly and as democratic as possible. It was stressed that little progress would be made if a different segment of the membership assembled for each meeting under a different Chairman. Somehow the group had not understood the need for continuity in achieving their goals.

The much redrafted by-laws were presented during the Steering Committee meeting for further consideration. Although the Field Officer was not impressed by the thoroughness of these by-laws, the Committee decided to adopt them and move on to other business. Incomplete though the by-laws were at the time, the decision to move on was probably the wisest one to make under the circumstances. Constant reworking by varying assemblages of membership, each group making new corrections, might well have consumed a major portion of the working time of the 4-C Committee.

As an Ad Hoc committee of the CAA, the Helena 4-C Committee was obliged to submit these by-laws to the Rocky Mountain Development Council Board for approval. Although the Field Officer forwarded a set of suggested revisions to Helena prior to the meeting of the Rocky Mountain Development Council Board, approval by the CAA Board proved to be a "rubber stamp" function. The "unimproved" version was passed without question on February 25, 1970.

Coordinator Hired

Under some pressure from the Field Officer, the Board interviewed candidates for a full time Coordinator of 4-C activity, and on March 18, hired a Coordinator. The following week, the Field Officer went to Helena to brief the new Coordinator, who was a former superintendent of schools with good knowledge of the Montana State government structure and considerable administrative ability. The Field Officer gave her a wide range of materials to read and informed her of activity in the child care field on the national level. The Field Officer pointed out certain gaps and unclear phrases in the by-laws in order that the coordinator might anticipate and prepare for amendments that would be necessary as the program developed. The Coordinator revealed a strong sense of organization in her planned approach to the committee and the community. At her urging, the Steering Committee charged a Nominating Committee with nominating a slate for the 4-C Board. On April 8 at the next meeting of the Steering Committee, the Nominating Committee presented its slate and two nominations were accepted from the floor. The group decided to create a Board of 24 voting members, and to open all meetings to any interested persons or organizations. Provision was made for additions to the Board by petition. The by-laws were amended at this meeting to provide for an Executive Committee.

Negotiations With Model Cities

Since its inception, the Helena 4-C Committee had been in some stage of negotiations with the Helena Model Cities agency. Being a small city, all but two residential areas in the east and west part of the city were included in the Model Cities target area. Therefore, it was considered quite desirable in the view of the 4-C group to obtain the contract to administer the day care component of that program, from both the funding and the visibility standpoint.

The ever-changing composition of the 4-C Committee did much to slow these negotiations, but other problems also affected the course of events. The first proposal to reach completion provided, among other things, for the creation of a model day care center for 20 children. Previous efforts to attempt this after securing matched funds through Title IV-A channels came to nought when members of the Model Cities resident participation group became impatient with the process.

Thus, the idea of matching the Model City day care funds was pigeonholed, and plans were made directly to begin work on the new center. The City Council approved the plan, but opposition from another source began to be directed at the Model Cities.

Opposition by Private Operators

Private day care operators, who did not have a clear understanding of 4-C, feared that this new model center would eventually spawn other similarly high-quality centers, which in turn would drive the existing centers, unable to compete, out of business.

The DCCDCA Field Officer went to Helena to visit with some of the more outspoken opponents in their homes. Misconception about 4-C did not die easily; and the operators, rather than listening to the Field Officer's explanations, used the opportunity to vent general dissatisfaction with the day care scene, the difficulty in making a dollar in the business and the great need for day care. It was impossible to guess how much of the Field Officer's expressions of sympathy and of the wish of 4-C to help that situation were absorbed by the operators.

In any event, this opposition, coupled with a significant cutback in the Model Cities second-year appropriations, finally killed the project.

Under the Coordinator's guidance, the Committee went back to the drawing board, and, on May 1 presented a new proposal to the Model Cities Board. This proposal listed the following nine projected goals:

- Gather precise data on existing child care resources and needs.
- Develop coordination mechanisms for existing child care agencies and private operators.
- Develop a child care system to meet community needs and to utilize present resources to their fullest.
- Provide training programs and technical assistance to private and public providers of child care programs.
- Develop methods for reducing costs to providers through joint purchasing and operation; develop materials center for joint use.
- Create additional opportunities for staff development and advancement.
- Simplify administrative relationships between local programs and State/Federal governments.
- Insure provision of a summer youth enrichment program for at least 50 children ages 6-12 through use of other funds.
- Ensure provision of an after-school day care program for at least 60 children, ages 6-12, from September through May 1971, through use of other funds.

Residents of the Model Cities target area were to serve on the 4-C Policy Guidance Committee and the Joint Neighborhood Council was to evaluate the project. Model Cities neighborhood residents were given priority for the nine positions that would be created by this project. The Rocky Mountain Development Council was to be the operating agency.

This proposal was accepted unanimously by the City Council and the Model Cities Board, and $32,000 was made available to the 4-C Committee for this project, with $10,000 specifically earmarked for 4-C coordinative and administrative activities.

Child Care Survey

In connection with the first goal of the program, the Coordinator had already undertaken an ambitious survey of child care needs and resources. More than 5,000 questionnaires were mailed to parents, and a local pediatrician distributed questionnaires to the hospitals and other pediatricians. The public school offered to tabulate the results of the survey free of charge. As an ongoing project, not directly connected with the Model Cities contract, the 4-C Committee began developing a resource library and equipment pool for use by all day care operators in the Helena area. This undertaking was intended to promote good will between the 4-C Committee and the established day care operators.

During a June meeting of the Helena 4-C Committee, the Committee discussed the wide variety of summer programs available to children in the area. It decided that a shortage of programs was not so much the problem as the lack of publicity about these programs. Word was simply not reaching all of the children who needed such planned activities.

The Committee resolved to approach VISTA to interest their volunteers in launching a street campaign to bring children into the summer programs. This was seen as a legitimate part of their commitment to public education about children's programs.

During a meeting with the Helena 4-C group in June the Field Officer reviewed with them the prerequisites for recognition and how many of these had already been fulfilled by Helena. It was the concensus that their committee had indeed met most of the requirements and the Field Officer encouraged them to collect the outstanding letters of cooperation and to apply to the FRC for recognition.

It was pointed out that even passage of the Family Assistance Program might have very little impact on a small community such as Helena in the near future, but there was general agreement that Federal recognition of their efforts could certainly do no harm. The Field Officer furnished the Coordinator with copies of other applications for recognition to assist in development of format and content for their own application.

By June 30, 1970, the Helena 4-C Committee had become a viable, operating organization. The community was beginning to focus its attention on the 4-C organization as the central clearinghouse for matters concerning child care. Upon receipt of the few outstanding documents required by Federal Guidelines, Helena was prepared to apply for recognition as an operating 4-C community.

4. RECOMMENDATIONS

Although Helena's program to this point has been very successful, the pilot must now begin to think in terms of changing its status from that of a stepchild of the Community Action Agency to an independent entity. The Helena pilot is thriving on the contract with the Model Cities Agency which offers ample funds for 4-C administration and coordination. However, when that expires, the pilot will have no funding base of support.

This lack of funding is further compounded by the evidence that an independent base of financial support probably does not exist in Helena, an area with meager resources in terms of private money and contributions. Thus, the pilot will have to be assured Federal funding if it is to continue as a vehicle that is independent of the local Community Action Agency and Model Cities.

A Pilot History

REGIONAL CHILD CARE COMMITTEE, INC.

Holyoke/Chicopee, Massachusetts

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REGIONAL CHILD CARE COMMITTEE, INC.

Holyoke/Chicopee, Massachusetts

1. STATUS AND EVALUATION

This 4-C pilot project has been perhaps the first regional endeavor to gain continued support and cooperation from the historically rivaling cities of Holyoke and Chicopee, Massachusetts.

The primary achievement of this pilot which embraces two small cities and four towns were to meet the 4-C requirements for "recognition." The pilot arduously documented its achievements in community organization, inter-agency coordination and resource mobilization in a detailed application which gained the approval of the Boston Federal Regional Committee (FRC).

An integral part of the recognition process was the signing of voluntary coordinative agreements among child care service agencies, both public and private. The 4-C staff suggested half a dozen areas for coordination to its participating agencies, which were invited to state their agreements to coordinate in whatever language seemed appropriate to each of them. Not all agencies responded, and the replies tended to be peculiar to each agency without a great deal of similarity with other agency agreements. However, the entire process deepened the 4-C committee's understanding of the need for, and limits to, coordination. And the written agreements received are clearly a step in the right direction.

Pilot interest in promoting parent participation was laudable, particularly in comparison with other 4-C pilots. The 4-C staff sent several letters to parent groups and to day care centers, both public and private, requesting parent representatives to 4-C. When this failed to yield at least one-third of the members needed for a large committee, the pilot undertook the ambitious task of organizing parent groups where none existed. A fall-out of this 4-C effort was that two day care centers which previously had no parent meetings began programs for parents.

Concern for parent participation was also manifested in the pilot's sponsorship of a parent workshop in May, 1970. The workshop explored the roles and responsibilities of parents to the child care center and work opportunities for parents in child care. It was the first time a variety of service operators -- public/private, non-profit/profit -- discussed their philosophies on parent participation together with parents.

As in most pilots, Holyoke/Chicopee lacks renewable funding sources. The continuation of token pilot funds cannot be assured, and this pilot's applications to local sources and to Federal/state anti-poverty programs have to date been unsuccessful. The combination of inadequate local resources and uncertain Federal support critically hampers 4-C's efforts to establish itself as a viable community force.

This pilot has been agressive in requesting assistance from its state and Federal legislators, from the DCCDCA consultants, and from local, state, Federal/regional and Federal/national agencies. The pilot's Federal legislators and the DCCDCA consultants seemed to be the most responsive; the Federal/regional agencies the least responsive.

2. BACKGROUND

Holyoke and Chicopee, Massachusetts, share a common heritage -- both are mill towns at the headquarters of the Connecticut River.

The industrial area grew up to utilize the fifty-seven foot drop in the Connecticut River at South Hadley. Growing industry brought with it an influx of immigrants of various ethnic origins, such as French, Polish, Irish and lately Puerto Ricans. Such an ethnic mix has added greatly to the flavor and customs of Holyoke which, until several years ago, had bi-lingual parochial schools in the French and Polish wards.

Despite their common heritage, Holyoke and Chicopee are separated by more than the Connecticut River. Holyoke is a politically astute community and is aggressive in getting Federal resources. Holyoke is willing to admit that it has broblems which Federal money may help to solve, and utilizes the political clout of its well-placed representatives to the State and Federal legislatives.

Chicopee, on the other hand, is an inward-looking city which does not easily admit its problems and prefers to forego Federal aid rather than be bothered by Federal guidelines. However, it joins with Holyoke in the battle against the encroachment of metropolitan Springfield, which is at their back door.

According to the 4-C director: "Holyoke and Chicopee meet once a year only, at Thanksgiving on the football field, to annihilate each other. The have nothing to do with each other for the rest of the year."

3. DEVELOPMENT OF 4-C PROGRAM

Pre-Designation Activity

The concern for lack of day care facilities in the area caused the United Fund of the Holyoke area to call a meeting of various industry representatives and interested citizens from both Holyoke and Chicopee to discuss this subject in July 1968.

From this meeting came a seminar on day care in September, 1968, which sixty-four (ninety were invited) attended. This meeting resulted in the formation of the Regional Child Care Committee (RCCC) for the purpose of expanding child care services in that area.

Although it gathered as a body for a short time, the Committee eventually split into work groups along community lines. The Chicopee members worked to establish a day care center. The Holyoke group worked to get the committee incorporated, submitting documents for incorporation in March, 1969.

Designation

Shortly after its incorporation, the RCCC made a lengthy request for assistance to the FRC Chairman in Boston. The FRC responded by tentatively designating Holyoke/Chicopee as the New England community pilot.

RCC said in its application that the area's basic problem was a lack of child care services -- only 110 slots for day care. A grasp of program coordination was evident in the description of the new Chicopee center where arrangements were made with the public schools to feed the children as part of the National School Lunch Program during the academic year and as part of the Head Start food service during the summer.

Pilot designation reunited the original RCC^ members into a single unit with a common goal. The 4-C pilot has become one of the few endeavors in the area with any type of substantial intercommunity membership.

The DCCDCA Field Officer first met with the Regional Child Care Committee early in June 1969. Discussion centered on the steps essential to becoming confirmed as a pilot and on developing a proposal prior to negotiations for pilot funds from the DCCDCA.

To implement coordination and to generate interest in 4-C, the first action of the RCCC was to survey the community agencies and groups which had programs directly related to children three to five years of age. Questionnaires were dispatched to thirty-three area agencies with emphases on the type of children and families served, the geographic area of service, and the type of service, as well as how they could cooperate in program coordination, staff development and administrative coordination.

In fulfilling another criterion for permanent pilot designation, the RCCC Board of Directors voted that one-third of the Board of Directors and one-third of the Executive Committee consist of representative parents selected by parents whose children participate in service programs. The Board of Directors were elected on July 30.

The Boston FRC Committee confirmed its decision and designated Holyoke/Chicopee as the pilot community. The FRC informed that pilot of this decision in a letter dated September 22, 1969. The pilot received its technical assistance visits from the DCCDCA Field Officers regularly after this point.

Holyoke was used as an example in questioning the basis for pilot selection. In a memorandum to Preston Bruce, Chairman of the 4-C Standing Committee in Washington, DCCDCA 4-C Project Director William Perry pointed out that Holyoke appeared to be a community whose service programs for children were practically nil. This meant that technical assistance would have to be focused on the development of a plan of eventual provision of service. There were two perspectives on selecting pilots according to Perry:

- "It might afford an opportunity for development of a comprehensive and systemmatic approach to the identification of need and provision of resources in a community structure that will be representative of many throughout the nation. Like Holyoke, there are a number of communities that do not have child care programs available at this time and who are seeking resources to start providing needed services. From this viewpoint, development of a 4-C effort in Holyoke could well be advantageous to a number of communities across the country.
- The alternative view seems to indicate that as meager as "pilot" resources are, they should be concentrated in those communities where it is possible to demonstrate an orderly progression out of current state of chaos that exists through the proliferation of many different existing types of programs. If we utilize the resources repre-

> sented by the contract in an area that has nothing to start with, are we not denying development of a demonstratably viable 4-C mechanism that might serve as a Regional model to spur the development of other 4-C programs in communities where fragmented approach to the delivery of service now exists?"

It was due to its early preoccupation with starting new day care centers that the RCCC application for pilot designation emphasized that only 110 day care slots existed. As this pilot gained experience with the 4-C concept, it began to realize that the 100 figure greatly underestimated the amount of child care programs of various kinds provided by local, public and private agencies, and how much effort was needed to coordinate existing services.

RCCC Subcommittee for 4-C

The RCCC called together agency representatives in October to form the 4-C subcommittee of the RCCC to handle planning and coordination. The group voted that the subcommittee should meet regularly, set up agreements, and made recommendations to the RCCC Board.

The first task before the subcommittee was deciding how to coordinate, expand and finance existing services. The following ten points were made during the course of the discussion of the potential role of 4-C.

- Make maximum effective use of the existing day care and child development resources.
- Improve efficiency.
- Provide for continuity of child care - regardless of changes in the status of parents.
- Improve overall program quality.
- Increase the variety of activities provided by individual programs.
- Effect savings by quantity purchasing of goods and services.
- Upgrade staff capabilities.

- Simplify fiscal and review procedures.
- Lay the groundwork for an expansion of services to fill the unmet needs for day care and child development.

Also at the October meeting, the RCCC Board agreed to host the State's Regional 4-C meeting in November to open communication between the pilot and that State, and it appointed a committee to do a budget and a job description for a staff person.

Early Pilot Evaluation

After these meetings, the DCCDCA Field Officer outlined two basic problems with the Holyoke pilot.

- "The Holyoke situation is somewhat confused in that the RCCC Board consists of individual representation and is not a federation of agencies. In fact, certain key agencies such as Model Cities do not even have an individual from that agency serving on the Board. In "classic" 4-C formulation, the agencies and parents should form their own steering committee and designate the RCCC as its administrative arm. This action would result, however, in the existence of an organization which would compete for the same parents and for leadership toward the same goals.

  An alternative model, with which the agencies present at the meeting expressed agreement, would be to form a subcommittee of agencies to report to the RCCC Board, which would serve as an information center and policy coordination locus for the agencies. The subcommittee chairman would be a member of the Board. Such an arrangement, however, would create a complicated structure without a clear-cut mandate to do a job which could have been accomplished much more easily with a federation of agencies.
- Another relevant problem exists in that it may be relatively simple for interested agencies to coordinate given the small size of the area and the paucity of services, and thus to achieve "recognition". But it would be an empty recognition, since the real problems would not be solved. Holyoke should devote its energies to getting agencies to increase their commitment to child care and seek new sources of funds to help expand this commitment."

Regional Institute

Forty people from New England assembled at Holyoke Community College for a five-day Day Care Institute starting on October 28 which was funded by a short-term training grant earmarked for 4-C communities.

The DCCDCA Field Officer chaired an Institute session on 4-C. He noted that although his seminar with the group had been productive, 4-C was not given adequate billing within the entire Institute. This caused some concern in that some of the participants seemed to regard 4-C as a peripheral interest. General opinion held that the Institute was poorly planned.

Pilot Funds

At its December meeting the RCCC finalized the steps necessary for signing a subcontract with DCCDCA for pilot funds. They reviewed and passed on a budget, and had received letters of commitment from most of the participating agencies to work toward coordination.

At the end of December the DCCDCA Field Officer sent a letter to the pilot with the recommendations the FRC had made in its review of the subcontract. The FRC recommended that the pilot:

- Develop a statement as a part of the contract which addresses the following:

    a. Goals -- what the pilot hopes to accomplish, including its effort toward recognition and toward using the subcontract money as seed money to generate other sources of funding;

    b. Method -- how to accomplish stated goals. This must include staff job descriptions and an explanation of the budget items.

- Prepare a budget statement. This should explain all items. The FRC raised the questions of including fringe benefits, perhaps as a percentage of the total budget, say five or ten percent, depending upon their extent.

- Change the budget to reflect the time limitation that all funds be expended by June 1970. The FRC suggested changing plans to hire a full-time staff person instead of a part-time one. An alternative would be to reduce the budgeted salary and expend it elsewhere.

In a reply letter to the Field Officer, the RCCC outlined its goals for the five remaining months for the contract grant:

- To continue working towards recognition as a 4-C community by developing agreements between all participating agencies in the areas of program coordination, staff development, and administrative coordination.
- To obtain continued financial support from local, state and Federal sources.

The RCCC also pointed out in the letter that in changing the budget to expend all funds prior to June 30, it had decided to employ two part-time staff people and a secretary for six months, instead of employing one part-time person for a full year.

The RCCC job descriptions listed a half-time "coordinator of Federal funds" and a "coordinator of local programs." Mrs. Nancy Clark resigned the RCCC presidency to accept the first position, and Mrs. Peggy Dreger was hired through a newspaper advertisement for the second position. Later, the Board approved the staff proposal to call Mrs. Clark the "Director" and Mrs. Dreger the "Coordinator".

On January 9, the RCCC sent the signed contract to the Day Care and Child Development Council. The pilot received its funds February 12, at which time it hired three part-time staff members. The office space located in downtown Holyoke was donated by the Central Labor Council, AFL-CIO.

Funding Applications

The pilot staff spent much of the first of May finalizing the proposal to obtain Title IV—A funds. This was done at the suggestion of the Field Officer who recommended that a proposal be sent to the Welfare Department to give them an idea of the needs of the 4-C pilot. The RCCC Board and the 4-C subcommittee met on May 13, to review the proposal. The group concentrated particularly on the budget figures, which totaled $37,850. Mrs. Clark and the DCCDCA Field Officer delivered the funding proposal to Boston to the Massachusetts Department of Welfare on May 15.

The RCCC also learned in June that their proposal for Title IV-A funding could not be effected because of a lack of state funds for matching. Further, a perverse clause in a state law prevented donated funds from being accepted, although the State's reorganization act will soon supercede that clause when it goes into effect.

In July, at the eleventh hour, the RCCC heard of an OEO "resource mobilization grant" available to local Community Action Agencies (CAA's), which seemed ideal for an organization attempting to coordinate all early childhood resources. The pilot decided to apply and within a few days had their application approved by the local CAA, and forwarded it to OEO offices in New York and Washington by the July 31 deadline. Its application has never been acknowledged.

Aside from searching for funds to sustain the 4-C, the Holyoke pilot spent time in a community-wide effort to gain funds. Pilot staff donated a portion of its time to helping the community draft a Model Cities child care proposal and a proposal for the Child Welfare Training grants for 4-C communities.

Parent Workshop

Under the direction of the 4-C subcommittee, the staff planned a Parent Participation Workshop. Parents and program operators from throughout the area were invited, and about 60 attended the May 20 workshop. Key-note speaker was Mrs. Rheable Edwards, Regional Director of the Office of Child Development and Region I FRC Chairman, who spoke on legislative proposals affecting child development and parent participation in Federal programs. Other workshop topics included the responsibilities of parents and directors to child care centers, opportunities for parents in child care work, and nutrition for children.

The workshop surfaced two distinct attitudes toward parent roles. One, which favored parent-directed programs, was espoused by those connected with community action/Head Start programs, and was clearly in opposition to custodial care programs, whose operators believe that parent role should end with the enrollment of the child. The workshop gave these two divergent viewpoints an opportunity to hear the reasons for each other's ideas. It began what should be a continuing community dialogue.

Recognition

The recognition process began in February when the DCCDCA Field Officer began to direct attention to recognition. He pointed out that the purpose of the subcontract was to achieve the degree of coordination that would culminate in recognition. He felt the community was ready to take a deep look at its interagency relations, and noted that recognition would give the community a stamp of Federal approval which might enhance its proposals for expanded Federal or State funds.

By-Law Revisions:

The Field Officer wrote a letter to the pilot in February, to suggest by-law revisions as an essential step toward recognition. The by-laws were amended at the March 31 annual meeting.

These by-law revisions entailed changing the RCCC's primary stated purpose to coordination; making RCCC membership open-ended, providing for parents on all levels; and providing that the agency delegates shall have official decision-making power for their agencies.

The Field Officer felt these revisions signaled a shift in RCCC's perception of its function. Previously, the RCCC had listed the development of a day care center as its primary goal, with 4-C and coordination efforts only secondary. The Field Officer wrote at the time:

> "Finally, after these many months, the RCCC seems to have abandoned its purpose of starting a day care center, and has come to understand the 4-C concept. Part of this must be due to its long exposure to 4-C. Part reflects the fact that five new centers are developing in the area. Part is due, I believe, to the RCCC learning, to its surprise, that there are more services connected with children, and thus more to coordinate, than they thought. And part is also due to having Mrs. Peggy Dreger on the staff. A Head Start Director last year ... she knows the community programs, relates well to parents, and is enthusiastic. I think she will have a great effect on interprogram coordination."

Parent Recruitment:

Also in preparation for recognition, Mrs. Dreger spent a good deal of her time in March and April obtaining elected parent representatives to serve on the RCCC, which totaled about 75 members. Letters were sent to several day care centers and nursery schools, requesting that their parent groups elect one or two of their number to participate in 4-C policy making.

Three preschool centers which did not hold parent meetings -- the private Holyoke Day Nursery and two centers in public elementary schools -- allowed Mrs. Dreger to organize their parents by contacting each one individually to meet together for the first time.

On the basis of these meetings, two centers asked Mrs. Dreger to advise them on how to hold regular parent meetings.

Obtaining elected parent representatives was a long process. By the time of the annual Board meeting on March 31, not enough parents had been selected to meet the one-third requirement. Thus, the annual meeting voted to earmark slots for as-yet-unselected parents from designated service programs. It was also voted to include at least one-third parents on all committees.

Interagency Agreements:

To fulfill one of the primary criteria for recognition, in March and April, the 4-C staff began discussing coordination with many participating agencies. These discussions surfaced several areas suitable for coordinative agreements:

- Case conferences about children receiving services from several agencies.
- Common in-take forms or procedures for health records.
- Use of the bus and driver of Holyoke Day Nursery during the mid-day.
- Supervision of social work aides by Children's Protective Services.

The staff worked closely with the agency representatives which comprised the 4-C subcommittee, particularly concerning coordinative agreements. At one subcommittee meeting, the staff proposed submitting its application for recognition at the May meeting of the FRC. However, the Field Officer urged that they use the occasion of developing a written coordinative agreement to consider seriously all potentials for inter-agency coordination. He recommended spending another month developing basic coordinative agreements that would function as a solid base for improving many services for the area's children. The subcommittee decided to apply in June.

This meeting also included a discussion of the need for one-third parent attendance on the subcommittee. The Field Officer stated that agency coordination was clearly not a task for agency representatives alone under the 4-C concept. He recommended that the subcommittee begin examining its function as compared with that of the RCCC, giving special consideration to making itself representative by including one-third parents.

Mrs. Dreger prepared sample coordinative agreements which she sent to the public and private agencies participating in 4-C, requesting that they endorse those agreements with which they could comply.

These agreements covered the following areas:

- Permitting staff from participating agencies to observe each other's programs;
- Joint review of applications for training and career development grants;
- Sharing equipment and professional (medical, dental, or psychological) services;
- Cooperative scheduling of parent programs to allow parent groups to attend;
- Contributing a list of volunteers and their specialities to the 4-C central files;
- Submitting to 4-C information on successful field trips, such as their educational value, necessary precautions, and costs.

In response to the request, sixteen local agencies complied with these agreements. Only three, however, endorsed the agreements as written, while the remainder committed themselves only in extremely general terms. None of the agreements came close to exceeding the agencies' established purpose or authority, but most to a significant degree related to activities which were not previously coordinated.

These sample agreements reflected a good knowledge of their communities by the 4-C staff, and are useful and practical. However, the Field Officer was disappointed that these agreements were not focused on several minor problems which could be largely alleviated through interagency cooperation. Also, he shared with the 4-C staff a feeling of disappointment that several agencies, such as the Holyoke Community College, failed to sign the agreements.

Recognition Process:

The staff prepared the application for recognition and submitted it for Board approval on June 15, transmitting twenty copies to the FRC on June 19.

On June 23, the State 4-C Committee (which was recognized by the FRC) favorably recommended the RCCC application to the FRC. On June 24, the FRC met to consider the pilot's application. Weighing heavily the recommendation of the State 4-C Committee, the FRC recognized the RCCC pending submission of the incorporation charter and written evidence that parents constituted at least one-third of the Board of Directors. The RCCC proposal showed twenty-four parents on the entire committee, but only eleven of thirty-four on the Board of Directors were parents, which is a fraction less than one third.

On June 30, the RCCC received official notification that it had received State acknowledgment and recognition. The only stipulation which the State 4-C Committee placed on the recognition was that the RCCC serve as a planning and information resource to all towns the sub-state area designated for social services planning. Although the original RCCC planning body included representatives from Holyoke, Chicopee, Granby and South Hadley, two other towns in the district -- Belchertown and Ludlow -- did not participate. Immediately, the RCCC sent a letter to each of those town councils, Welfare offices, and the school departments offering to extend 4-C services to them and requesting their participation in 4-C.

At its August 18 meeting, the FRC reviewed the additional documents submitted by the Holyoke/Chicopee pilot, and granted them full, unconditional recognition.

Post-Recognition Activity

On August 27, the RCCC Board met to review the budget and priorities on the staff upon receipt of an additional $1,777.77 under the contract for September and August.

The staff received applications from the FRC for a promised $9,500 from the Office of Child Development for the period of September 1, 1970 to July 31, 1971 and spent the month filling them out.

The RCCC staff also planned to involve the Board more in policy direction and designed a proposal that each Board member be required to serve on at least one working committee. The staff also proposed workshops for parents and one pending amendment to State licensing laws.

In response to the DCCDCA's query as to whether this pilot would have surplus or deficit before late October when the next year's funding directly from OCD was expected to be transmitted, Mrs. Clark responded thusly:

> "You asked if we would have an overage or deficit. Obviously, if we were to follow through on the provisions of our Recognition (Both State and Federal were received this summer) and did our program as it should be done, we would have a large deficit (estimated at $2,246.10). The monies received from you and from FRC will only keep our dedicated staff on a bare payroll and doors open. It does not include sponsoring the quality and quantity workshops, etc. which are requested and needed by local parents and agencies. We all feel strongly that the 4-C mechanism is a valuable community asset which should be adequately supported by State and Federal officials in order to insure the most efficient delivery of both the State and Federal funds coming in to our area child care programs. So much more needs to be done."

Head Start Plans

In late summer, the Policy Advisory Committee (PAC) of the Holyoke/Chicopee Head Start unveiled a plan to become the direct grantee for all funds for expanding day care services in the area.

The proposal envisioned funds from the Department of Welfare, Department of Labor, Model Cities, Title I of ESEA, and others.

The proposal was predicated on the PAC's consummating its plans to become an independent, incorporated grantee for Head Start funds, as approved by its sponsoring CAA. However, before the PAC had an opportunity to become a grantee, the Mayor nullified the action, possibly because he distrusted the Head Start Director. The Mayor effectively vetoed these plans, through his sign-off power on CAA funds and on applications for State incorporation.

Although Head Start is represented on the 4-C committee through the Director and many parents, the proposal for expansion of services contained no role for 4-C. The RCCC was only asked to contribute its endorsement of the proposal.

In addition to demonstrating that the community's PAC is too innovative for the Mayor, this proposal implies that Head Start at least does not see the RCCC as the best forum for planning a comprehensive expansion of services at this time.

4. RECOMMENDATIONS

- The pilot needs to pursue further a source of continual funding for its 4-C staff. A contract with the State Welfare Department seems the most feasible source.
- The Board and staff of the pilot would benefit from designing a survey or data collection system that would give them reliable information on community needs for all manner of children's services. This pilot needs professional consultants to help design such a survey.
- The pilot needs to attract, and plan the spending of a new source of operating capital for children's services. If the amount were small, the pilot might try sponsoring a demonstration or model project, possibly following up on the community interest in starting a family day care home program. If a suitable sponsor can not be found among existing agencies, the 4-C committee might design the program and spin it off to a new community board which would ultimately be independent but which 4-C would foster initially. If the amount were large enough, 4-C should attempt to rank community needs by priorities, and allocate the resources to the existing agencies which can best meet the priorities.

- As in every pilot, there needs to be more community awareness and pride taken in 4-C. Holyoke annually holds a March for Children, where children receive pledges from acquaintances to be paid nickel, dime or quarter for every mile they walk on this annual occasion. The proceeds go to neighborhood youth projects. Perhaps in connection with the March for Children there could be a Perambulation for 4-C, where the proceeds of children wheeling pre-school children in strollers would go to 4-C.

- As in every pilot, the 4-C membership needs to evaluate continually whether it is inclusive and representative of all community interests. Organizing parent groups to get active and representative members for 4-C and involving all relevant agencies and organizations should be ongoing activities of 4-C.

- The pilot needs to be more flexible and self evaluative about its structure. Despite the fact that the entire RCCC has operated solely as a 4-C committee for two years, the 4-C Subcommittee still exists and is perpetuated by the staff.

- As in many pilots, when Holyoke/Chicopee heard of a possible source of funds, the staff moved quickly to prepare proposals. Because of deadline constraints, Board input was usually slight. But to have a structural effect on the delivery of children's services, coordination must be considered long range planning. It needs to be a process of setting goals and priorities formally through interaction of all elements of the child care community. These elements are included on the RCCC, but need to become involved in long range planning. The staff proposals in this direction need strong support.

- The staff and the RCCC Board need to deliberately involve neighboring towns in 4-C deliberations. The 4-C Director and the many of the most vital Board members are from Holyoke, with Chicopee a distinct second in 4-C representation. The four smaller towns are clearly underrepresented, largely as a consequence of being underserviced by children's programs.

- The staff and the RCCC Board needs to conscientiously solicit the opinions of a wide variety of child care interests. The 4-C Director is a former officer in the Junior League and the Massachusetts Society for the Prevention of Cruelty to Children, and regularly socializes with the leading political and financial families of Holyoke. She is complemented well by the Coordinator, who has directed a Head Start center, but further efforts need to be taken in order that the 4-C staff not be identified with a particular segment of the community.

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A Pilot History

LOS ANGELES COUNTY 4-C STEERING COMMITTEE

Los Angeles, California

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LOS ANGELES COUNTY 4-C STEERING COMMITTEE

Los Angeles, California

1. STATUS AND EVALUATION

The Los Angeles County 4-C pilot demonstrated the difficulties involved in coordinating child care efforts in a county of almost seven million people living in nearly two hundred communities with different ethnic and cultural backgrounds. The pilot proved that a group operating at the county level must be supported by Federal regional and local coordinative efforts as well as by sufficient funding. The Los Angeles pilot, supported only by 4-C guidelines and a small amount of money ($5,000), foundered badly in its coordinative efforts.

Although it was acknowledged at the State level, the pilot committee found it impossible to gain support from communities in the county. A counter 4-C Steering Committee in primarily Black South Los Angeles presented a direct challenge to the pilot's right and ability to plan child care programs for Blacks. The pilot, meanwhile, found it impossible to get real, representative parent participation in its efforts. The chief deterrent appeared to be lack of interest on the part of one ethnic or socio-economic group in planning programs for other groups -- Blacks had little interest in the problems of Mexican-Americans and vice-versa.

The pilot also suffered a lack of support at the Federal regional level. Because of its own organizational growing pains, aggravated by impending creation of a tenth region, the Region IX FRC was singularly ineffective in assisting its designated pilots.

Future 4-C efforts in Los Angeles should be buttressed by substantial official and financial assistance. Local groups should be formed beneath the county level which can realistically represent and meet the needs of the multitude of cultural and ethnic communities characteristic of this area. The concept of county-level coordination must be redefined to meet the political and social realities of "urban sprawl" communities like Los Angeles.

2. BACKGROUND

Los Angeles-Long Beach covers an area of over 4,000 square miles and has a population of almost seven million, according to the 1970 census estimates. As of 1967, census figures for the county indicated a 28 percent minority of persons of foreign extraction, mostly Mexican-American, and a Black minority of almost eight percent.

Five Community Action Agencies minister to the county's socio-economic ills. Model Cities agencies at the city and county level are divided not only administratively, but within themselves, by Black and brown factions.

In 1962, a survey showed 396 day care centers in Los Angeles County, providing full-time care for an estimated 15,500 children. Of these centers, 271 were privately owned and operated, 38 were run by non-profit organizations, and 87 were under the jurisdiction of the State Department of Education. An extension of the 1962 study showed that there were 556 centers in 1969.

3. Development of 4-C Program

The 4-C concept was first introduced in California in June, 1968 when DCCDCA conducted an area briefing. One of the directors of Child Care and Development Services (CCDS), a group within the Los Angeles Council of Churches, spearheaded the first constructive activity in behalf of 4-C. Along with other activities, CCDS was serving as a CAP delegate agency for the sponsorship of 26 Head Start programs in Los Angeles and Glendale.

The involvement of CCDS in child care programs and services in the Los Angeles county area made it a natural rallying point for the development of a 4-C Steering Committee. The first meeting to discuss 4-C took place in April 1969, and the obvious wisdom of coordinating even those programs and services with which the CCDS was directly involved led to the formation of a Steering Committee. In order to facilitate its work, the newly formed Steering Committee set up the following subcommittees:

- Coordination of Program and Administration
- Coordination of Staff Development
- Survey of Resources and Needs.

By May, 1969, 16 agencies were represented on the Committee, and the Council of Churches' Head Start Director was serving as Chairman and principal organizer. The DCCDCA provided information to this budding group at the time to help them prepare a planning proposal for submission to the FRC in San Francisco.

Selection as a Pilot

The Region IX FRC intended to select the pilot projects in its area by April, 1969, but this proved to be an overly ambitious projection. The number of applications for assistance and the on-site work required in evaluating applications overwhelmed the as yet inchoate FRC organization. The FRC's own developmental process was further complicated by the necessity of reviewing simultaneously several proposals applying for EPDA training grants.

Representatives of the FRC visited Los Angeles in July, 1969, and were impressed by the amount of progress being made by the Los Angeles Council of Churches group in the face of a complex urban situation.

Initially, the FRC tentatively designated Seattle and Sacramento as pilot communities and Oregon as the State pilot in that region. After the Los Angeles proposal was received, it was apparent that Los Angeles was further advanced than Sacramento, and so Los Angeles, Seattle and Oregon were officially designated funded 4-C pilots in late August, 1969.

Interim Fiscal and Program Agent

The Los Angeles County 4-C Steering Committee had been operating under the aegis of the Los Angeles Council of Churches. Upon its designation as a pilot project, it became imperative either that the 4-C Steering Committee itself incorporate or that an incorporated agency be designated the fiscal agent for the 4-C group in contract negotiations.

In July, 1969, the Council of Churches had incorporated CCDS as its subsidiary.

Since this body seemed ideally suited to serve as a vehicle for 4-C, a DCCDCA Field Officer advised against independent incorporation proceedings at that time and recommended that the above corporation serve as interim fiscal and program agent to contract with the DCCDCA. At an October, 1969, meeting of the Council of Churches, this formalized relationship was adopted as a resolution.

Training Grant

In November, 1969, the 4-C Steering Committee collaborated with representatives of the Los Angeles day care community, members of the Reiss-Davis Child Study Center and the college faculty of the Center for Early Education in the preparation of an application for an EPDA training grant.

At the time of the grant application, no college or university in the Los Angeles area offered courses specifically designed for the teacher or director of a day care facility. The project format incorporated two intensive three week training sessions with an on-going seminar throughout the 1970-71 academic year for participants drawn from public, non-profit and proprietary day care centers representing various cultural and ethnic groups. Information obtained from this experience was to be used by the Center for Early Education in developing a model curriculum for day care teachers and aides. This course would then be offered during the 1971-72 academic year.

This proposal was accepted by HEW.

Development of Work Plan

The last two months of 1969 were largely devoted to the development of a detailed 12 month work plan and budget for inclusion in the Los Angeles 4-C Steering Committee's contract with the DCCDCA. Efforts were also undertaken to round out the committee membership in order to meet Federal guidelines. A first draft of the planning proposal was submitted to the DCCDCA in mid-November, but was not approved by the FRC because of a lack of sufficient detail. The proposal went back to the drawing board for additional work.

The DCCDCA Field Officer spent four days in Los Angeles in mid-January, 1970, assisting in the final preparation of the planning proposal and budget, and then went to San Francisco with the proposal to discuss it with the FRC. After reviewing the goals outlined in the first year proposal, the committee agreed that it might take two, three or more years to accomplish so much, depending upon the amount of community support and assistance received by the Los Angeles 4-C group. It was also agreed, however, that it would be counterproductive to ask the Steering Committee to curtail the schedule since this might remove some of the challenge. The FRC therefore voted to approve the planning proposal and to forward it to the DCCDCA with a note stating their reservations about the possibility of carrying out such an ambitious schedule and also questioning the extent of involvement of the Steering Committee as a whole in preparation of the proposal.

Lack of FRC Support

This intervention by the FRC at this stage of its activities was not well received by the Los Angeles 4-C group. For almost six months after the July, 1969 on-site inspection by FRC representatives, the pilot had received no communication from the FRC. The lack of Federal support, assistance, and instructions deprived the project of, among other things, the impetus which is provided by support from a superior political body. Because of the FRC's inaction, the Los Angeles pilot was placed in the awkward position of having to inform the State superintendent of schools and the Governor's office about 4-C, supported only by the letter designating them a pilot community. If this informational task had been performed by the FRC, the work of enlisting the support of city and county level agencies and organizations would have been facilitated. As it was, support for the Los Angeles effort came primarily from persons who were not open to criticism from government employers.

Lack of Community Support

Toward the end of January, in South Los Angeles, an all-Black group of concerned citizens representing ten organizations met to discuss what they believed to be the deliberate exclusion of Black and Mexican-American representatives from the County 4-C planning group. Out of this meeting another 4-C Steering Committee was formed, called the Coordinated Child Care Council of South Los Angeles.

The group requested recognition and planning monies from OCD in Washington, stating their firm resolve to resist any attempt of outside groups to plan for child care in their community. On March 13, they submitted to the Region IX FRC a full planning proposal and a request for recognition. By that date, they had also developed a set of by-laws which were going into final draft, had submitted Articles of Incorporation, and had worked out two model questionnaires for use in an area survey of child care needs and resources. They stated their trust that rapid recognition and funding by the FRC would enable them to obtain technical assistance from a local consultant firm.

Despite urging from the FRC, the South Los Angeles committee refused to take part in the designated pilot effort. Rather, they continued to interpret the situation as an attempt by an outside group to control child care in their community. Although the question of whether the designated pilot was sufficiently representative of the community to carry out a planning function was a valid one, the South Los Angeles group's subsequent demand that technical assistance and funds be withdrawn from the pilot and given to them only made it harder for the pilot to form a representative committee. The added threat of a court injunction was not well-received by the FRC.

In response to this criticism, the FRC instructed the pilot Chairman to make every effort to expand the membership of the committee to represent all significant areas and groups in Los Angeles County. The pilot was further encouraged to undertake to coordinate the efforts of any sub-groups which might develop within Los Angeles County. The FRC suggested that formulation of by-laws, including criteria for membership and non-member grievance procedures, should take high priority in the work plan in order to avoid future problems of this nature.

In late March, a DCCDCA Field Officer spent two days in Los Angeles helping the Steering Committee Chairman develop a strategy whereby the South Los Angeles challenge might be met. Ways were discussed to expand the committee membership to become more inclusive of public and private interests. It was also decided that the pilot 4-C group should also meet regularly with the Los Angeles CAP agencies in an effort to make information on 4-C planning available to a wider audience.

Involvement

In the experience of the Los Angeles pilot, parent participation was a distinct problem. Although the usual difficulties of transportation and baby-sitting certainly affected efforts to bring the parents into regular participatory roles, the major inhibitive factor seemed to be the variety of ethnic communities within the county. A Spanish-speaking parent, for example, in a largely black group found it difficult to maintain interest in proceedings which were, for him, "foreign affairs". In addition, parents found it difficult to communicate with the preponderance of professionals in the group.

The group agreed that meaningful input from parents might be achieved if planning and advisory assistance were obtained from them at the neighborhood level. Satellite 4-C groups working in individual communities under the county level organization were considered a possible solution to the problem.

Other Activities

The predominantly professional character of the Los Angeles 4-C Steering Committee led to considerable involvement in the areas of State and Federal legislation. As a group, the Committee reviewed pending bills and made their opinions known to the authors of the bills. The Committee also held discussions about franchised child care centers which are becoming extremely active in California. It was decided that the program and administration sub-committee would contact consumers of these services and issue press releases concerning the franchise business. They felt that publicity implying that child care is a highly profitable business should be balanced with some accurate information on child care costs and standards.

Model Cities

There are two Model Cities agencies in Los Angeles, one at the County and one at the city level. The Los Angeles City Model Cities agency is further divided into two area agencies; the Watts Model Cities group, which is Black, and the Greater Northeast group, which is predominantly Mexican-American.

In May, 1970, the 4-C pilot was contacted by the Greater Northeast agency of Los Angeles City Model Cities with a request that the pilot prepare a proposal for their child care program. At that time, Los Angeles County Welfare was already operating child care programs for the county level Model Cities, but the Greater Northeast group was not happy with the results of that relationship. Although the 4-C felt it was not ready to take on the program, the Greater Northeast group claimed that no other local agency was capable of operating and administering a child care program. The Model Cities group insisted that 4-C submit a proposal, on the assumption that eventually 4-C would develop sufficiently to operate the program.

The DCCDCA Field Officer arranged for a Model Cities representative from Denver to travel to Los Angeles to assist the pilot in preparing a proposal. The resulting paper was submitted on 15 June 1970. It was subsequently reviewed in August and approved by the Los Angeles City Council during September. Although the 4-C pilot has maintained the position that it is presently incapable of implementing the program, the proposal has been accepted. That Model Cities has been forced to call upon 4-C to prepare its program even though 4-C is in no position to follow through vividly illustrates the need for an administrator and coordinator of child care programs in the Los Angeles area.

4. RECOMMENDATIONS

Since the unrepresentative character of the 4-C committee was a severe obstacle to the overall effort, resolving the parent participation problem should be the first item on Los Angeles' agenda. This may mean restructuring the 4-C guidelines to accommodate the complexity of an urban setting. Policy-making structures closer to the grassroots should be established, perhaps through satellite 4-C groups. These groups could initiate policy making for their areas, and relate directly to the overseeing county group. No program which ignores the ethnic and social realities of Los Angeles county and their political implications can possibly be successful. The satellite groups may be an effective way of dealing with these realities.

Secondly, the group needs political support and assistance from both the regional and local levels of government. Perhaps political clout for 4-C could be gained if it were operated out of the Office of the Mayor, for example. Such a change might result in a more energetic, action-oriented vehicle for 4-C than the Council of Churches now provides. Regardless of how the change is effected, the fact remains that 4-C in an urban environment needs support in terms of both money and prestige if it is to succeed in initiating any measure of coordination.

The financial consideration in Los Angeles, however, is major. It is useless to continue the project unless substantial new monetary resources are made available to it. It is obviously impossible to coordinate services to 7 million people with a grant of $5,000. With adequate technical assistance (which could mean a person from OCD assigned full-time to the Los Angeles area), the group might be able to pick out local sources of funding. Los Angeles must be given adequate funds for hiring staff to coordinate efforts in what now seems to be an unmanageable situation.

A Pilot History

LOUISVILLE/JEFFERSON COUNTY 4-C COMMITTEE

Louisville, Kentucky

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LOUISVILLE/JEFFERSON COUNTY 4-C COMMITTEE

Louisville, Kentucky

1. STATUS AND EVALUATION

While 4-C cannot yet claim major accomplishments in coordinating child care services in this land of tobacco raising, horse racing, and liquor distillaries, the Louisville/Jefferson County 4-C project has made significant strides in its organizational efforts. Fifteen months after being designated a pilot 4-C community, Louisville has a well-structured 4-C committee representative of all elements of the community.

This 4-C program is one of the more successful of the 24 pilots in its efforts to obtain local funding to supplement its small pilot grant. The committee managed to raise $12,000 from various community sources for its program.

However, Louisville/Jefferson County has had little success in overcoming a number of serious obstacles to a serious effort to coordinate children's services. Struggling against a general apathetic attitude on the part of the local citizens toward day care and child development, the committee has been unable as yet to change this climate and develop an enthusiastic, responsive day care community. The fact that the area lacks a history of social activism with respect to any kind of progressive programs makes it doubly hard to stir up enthusiasm for this particular innovative approach. The committee also had difficulty in obtaining meaningful parent participation.

The committee's slowness in becoming operational and its delay in hiring a director, coupled with the usual funding problems (although these were ultimately solved), contributed to its difficulties. The full-time services of a competent director are usually needed for a 4-C to undertake a comprehensive schedule of public education, information exchange, and program coordination. Hopefully, 4-C will make more rapid strides from this point on.

Again on the positive side, Louisville 4-C has been successful in attracting cooperation and interest from existing agencies in the community, including private day care operators. Its relationship with its sponsoring agency, the Health and Welfare Council (HWC) is good. HWC performs useful fiscal and administrative services for 4-C, under contract.

Following are some of the Louisville/Jefferson County 4-C program's major achievements and difficulties:

Achievements

- Attained well-balanced, comprehensive representation on the 4-C policy committee, including official representatives of agencies and parents.
- Elicited interest and participation from public agencies involved in child-development activities.
- Raised considerable funds from private local sources, to finance an administrative staff to implement 4-C principles.
- Began coordinating staff development activities between participating agencies and groups involved in day care.
- Began to develop a workable information and referral system with the help of a DCCDCA contract with the Center for Environment and Man. The first phase of the operation, the gathering of initial data is now in process.
- Shared and utilized a survey and evaluative study on day care with the Local Health and Welfare Council. The survey was done by a private day care organization.
- Became an autonomous coordinative body in the community, while maintaining a fiscal tie-in with the Health and Welfare Council.
- Achieved general positive acceptance of the 4-C program by private day care operators.

Difficulties

- Delayed too long in hiring a director, which hindered the start of other program activities.
- Failed to involve significant numbers of board members, especially parent members, in the work of the committee.
- Did not secure formal commitments or agreements from State and local public programs.
- Did not tie in with the State 4-C effort.

- Board not sufficiently involved in broad, comprehensive community planning and public relations.
- Rules and administrative functions of the 4-C board not clearly delineated.
- No major coordinative effort in the field of child care services has yet been implemented.
- Achieved little or no response to its public information program or referral services.
- Uncertainty as to funding, inherent in most Federal pilot programs, caused difficulties throughout the program's history, especially in terms of continuity, changes in guidelines, etc.

2. BACKGROUND

Noted as the site of the famed Kentucky Derby, Louisville is the largest city in Kentucky, with a metropolitan area population estimated at slightly more than 800,000 in 1968. An industrial center on the Ohio River, it is the second largest tobacco manufacturing center in the world and produces about 38 percent of all liquor distilled in the country.

Louisville has some characteristics that make it a favorable site for a 4-C program. Agency personnel and social service professionals in the community are approachable, friendly, and open-minded toward a new program, particularly one that holds some promise of funding. The local Health and Welfare Council was also receptive to 4-C and under the leadership of its resourceful chairman, played a positive role in 4-C's early development.

But despite its sizeable population, Louisville resembles a small town in many respects. Apparently fearful of government control, the community has taken a generally unsophisticated approach to obtaining Federal funds for civic purposes. For example, there is no Model Cities program and no Concentrated Employment Program (CEP) in Louisville. There seems to be little interest in or demand for good social services in the community. Citizens' expectations in this regard are not high.

There are a few bright spots. The city does have a Community Action Program (CAP) and an active branch of the State Department of Child Welfare. Indeed, Kentucky is one of only two States out of the 50 that has an autonomous Department of Child Welfare, separate from its Department of Welfare. (Although, since Title IV-A funds must be channeled through the Welfare Department, this situation holds a potential for some problems.)

With respect to actual day care services, Louisville's situation is not unlike that found elsewhere in the United States -- inadequate. There are simply not enough slots to accomodate the need, and there are some problems in regulating those that exist. The State Department of Child Welfare has only six people responsible for inspecting and licensing day care centers in 120 communities throughout the State. Such understaffing makes attention to details of management and services very difficult. Child care is provided largely by private, profit-making operators.

Because the citizens of Jefferson County were not convinced that good day care services were to their advantage, they were reluctant to commit time and energy to a program such as 4-C for promoting and coordinating such services. Even the local agencies, while cooperative toward the 4-C program, took a very limited view of child care services, seeing them mainly as an adjunct to job training, rather than as a social right for all families. The agencies generally place a rather low priority on child care services.

3. DEVELOPMENT OF 4-C PROGRAM

Lousiville/Jefferson County was conditionally designated a 4-C pilot community in April, 1969, by the FRC of Region III. Jefferson County's Health and Welfare Council's (HWC) Day Care Committee was given the task of establishing a 4-C committee and a Federally recognized 4-C effort. To fulfill all requirements for unconditional designation, the Day Care Committee set about to secure wirtten agreements from local agencies to develop plans for: (1) dividing responsibility for member agency service, and (2) coordinating child care and early childhood development in the areas of program, administration, and staff development. Within a year, there were to be written agreements and a recognized, funded, and staffed 4-C committee. The committee hoped to achieve participation of 50 percent of local agencies receiving Federal funds for child care and 20 percent of the proprietary and private day care programs, and a membership of at least one-third parents.

Initial Activities

In May, 1969, the HWC staff authorized appointment of a 4-C Committee, with the broadest possible representation from public and private agencies, organizations, and citizens (both professional and lay), and parent-consumers. There was to be a membership of 45, with an initial voting membership of 32.

A DCCDCA Field Officer made his first technical assistance trip to Louisville on July 30 and 31, holding a training meeting with State and community people, and work sessions with HWC's Brennan Mullaney, who had been carrying the staff load for the 4-C pilot.

At that time, the membership of the 4-C board generally conformed to the national 4-C guidelines, except for parent representation. Little thought had been given to drawing parents from a broad range of child care programs. After discussion with the Field Officer, Mullaney decided to try to obtain one representative from each kind of program.

At its initial meeting, the Day Care Committee discussed the University of Louisville's unsuccessful application for a Child Welfare Training Grant. The application had apparently lacked the creativity needed to demonstate how to achieve community coordination. Committee members decided that a new application with a new approach, should be submitted. Training should be tied to 4-C development and a joint effort by the State and the City of Louisville was necessary. At least on individual from each of the Region III State 4-C staffs should be trained in providing technical assistance to communities implementing a 4-C program. Committee members participating in 4-C needed to learn more about decision-making and leadership processes.

The group agreed to actively pursue funds for training, including Title IV-A money. An ad hoc group was to be appointed to develop a community participation plan and to emphasize the importance of the 4-C process.

Meeting in May, the HWC Board authorized appointment of a 45-member 4-C Committee as outlined by the Day Care Committee. The Louisville/Jefferson County area had been "conditionally designated" as a pilot 4-C community and formation of a representative 4-C Committee was required as a first step in advancing beyond "conditional" status.

The first list of members was challenged by the DCCDCA Field Officer, who felt that some agencies were over-represented, other excluded, and the parents were not properly representative of various child care programs, racial groups, income levels, and geographic areas.

HWC's staff then revised the list to include both official agency representatives and parents. The parent membership was changed to be more balanced. Among the group of agencies deemed eligible for 4-C membership were: five OEO-funded child care programs; the CAC Child Development Centers; Pilot City Parent-Child Centers; Pilot City Day Care Program; Headstart, Louisville Board of Education; and Headstart, Jefferson County Board of Education. All were CAC-related. The policies and funding authority for each had to be determined so that the 4-C Committee could achieve proper representation among them. The member representing the Child Development Centers came from CAC.

Headstart programs were separately represented because authority was delegated by OEO-CAC to the school boards. The Pilot City programs furnished one member, although their Board oversees two programs.

The Day Care Committee recommended immediate appointment of the revised list, which contained 33 names and agencies--10 agencies receiving Federal funds, 12 parents of children in day care programs, and 11 lay and professional organizations and citizens. More members could be appointed when other agencies receiving Federal child care funds were identified or as new Federal funds came to additional agencies. Up to 45 members could be authorized, but the proportion of at least one-third parents had to be maintained.

4-C Steering Committee Forms

Early October was a period of intensive planning for the initial 4-C Committee meeting, scheduled for October 28th. The HWC sent out letters inviting participation on the *ad hoc* steering committee. Beth Galitzine, chairman of the HWC Day Care Committee, met with Brennan Mullaney and DCCDCA Field Officer Al Templeton on October 9th to discuss the structuring of an administrative unit to support the 4-C effort; training/orientation for parent representatives; and the role of the HWC in facilitating 4-C and spinning it off for independent operation.

Another planning meeting was held October 26th, attended also by 4-C Chairman, Mrs. S. Pearson Auerbach. The Field Officer provided background information on 4-C structure and goals. The group discussed finance and sources of money. The idea of a finance committee, chaired by a 4-C Committee member, but composed of "blue-ribbon" Louisville leaders, was proposed. Plans for staffing 4-C for the year by operating first through HWC, then incorporating and functioning with a board, and finally under a hired director, were laid.

The new 4-C Committee held its orientation meeting on October 28th, chaired by Mrs. Auerbach with the assistance of the Field Officer. Among the topics discussed were the Federal structure of 4-C, development of Louisville's pilot project, methods and mechanics of a 4-C committee, and tasks at hand.

At this point, the Committee was moving too slowly in obtaining proper parent representation, essential to Federal recognition, because HWC's traditional approach and a general lack of commitment to the principle of parent involvement. A special plea for increased parent participation was made before the second 4-C committee meeting on November 25. Although parent attendance rose, five slots still remained to be filled. The Committee appointed a member to make special parent-to-parent efforts to remedy the situation.

Funding

As to 4-C's financial picture, the planning group agreed that a director should be hired from the first year's funds. The director could then generate money for second year operations from other sources, possibly Title IV-A. The group proved very successful in obtaining local funds to supplement the $9,000 in 4-C pilot money it received from HEW through the Day Care and Child Development Council of America on February 13, 1970. The Louisville 4-C was able to budget on the basis of the following income:

Source	Amount
Pilot funds from HEW	$9,000
National Council of Jewish Women Louisville Section (Dec. 1969)	6,000
University of Louisville - In-kind contributions (approx.)	2,000
Kentucky Social Welfare Foundation	4,000
Total (May, 1970)	$21,000

A solicitation to the Younger Women's Club of Louisville for $4,000 was unsuccessful.

Later in the year, the 4-C Committee applied for funding through Title IV-A of the Social Security Act. Following issuance of a Federal memorandum stating that Title IV-A funds could be used to support a 4-C staff, the 4-C Committee wrote to the Commissioner of the State Department of Economic Security, requesting funding. As matching money, the committee offered to use the $10,000 local money it raised through the local Council of Jewish Women and the Kentucky Social Welfare Foundation.

4-C Agreement with HWC

In early November, Mrs. Auerbach, Brennan Mullaney, and the Field Officer met to consider the future of 4-C and strategies essential for its existence. A topic of special concern was how to keep 4-C autonomous, subject only to decisions of a duly constituted 4-C body, but to avoid spending 4-C pilot money on routine paperwork functions. An apparent solution was to ask HWC to serve as fiscal agent for the committee starting January 1, 1970. Meanwhile, the Committee would become incorporated so that it could handle its own fiscal affairs starting in 1971. Assurance was obtained that the HWC would agree to handle fiscal matters and continue to support 4-C, but permit it autonomy.

This plan went into effect in December, when the unincorporated 4-C Committee and the HWC entered into a written agreement on their respective roles. The HWC agreed to do the following:

- Act as fiscal agent, by receiving the pilot funds from DCCDCA, keeping the books, and receiving other monies raised for 4-C.
- Treat 4-C employees as members of its staff in terms of personnel policies, insurance, and the like.
- Bear the cost of bookkeeping services.
- Concur in the selection of staff, although final decision would rest with the 4-C Committee.

Administrative direction of the 4-C staff was to be the exclusive responsibility of the 4-C Committee, which was required to submit fiscal and program progress reports to HWC quarterly.

Subcommittee Work

In January, 1970, several 4-C subcommittees went into action in Louisville. The seven-member program planning/goals committee, headed by Sharon Osborne of the Kentucky Department of Child Welfare met with the DCCDCA Field Officer to discuss priorities for 1970. The group agreed that 4-C should concentrate on:

- Being a catalyst to get children's service, agencies, and organizations together for a better community delivery system, perhaps through central referral mechanisms for use by participating agencies (this priority proved a major factor in Louisville's being chosen the pilot site for the experimental information system, to be discussed later.)
- Finding a means to use Title IV-A money for 4-C administrative support in 1971.

The personnel subcommittee, headed by Kerry Rice, Professor, Kent School of Social Work, University of Louisville, was appointed to determine criteria for selection of the director and to carry out the actual screening and hiring. During most of February and March, the personnel subcommittee worked at recruiting a new 4-C director. Fifty-three applications were screened and six interviewed. A decision of the full board resulted in the hiring of David T. Whealdon to assume the duties of 4-C executive director on June 1. Whealdon, who has a master's degree in social work, was previously clinic coordinator of the Upper Kentucky River Comprehensive Care Center, Hazard, Kentucky.

The office/in-kind committee, under sister Cecillana Skees, principal of St. Benedict School, concentrated on locating free office space. The members decided that the office location was not of prime importance since the 4-C director when hired would be a field rather than a desk worker.

Regional and State Activities

A question of regional affiliation arose. In December, 1969, the FRC's of Region III and IV agreed to allow Louisville/Jefferson County to continue with the Region III FRC, although a reorganization of HEW regions dictated that it be transferred to Region IV. OCD's Assistant Regional Director for Region III told Region IV officials:

> "We believe that, because of Mr. Templeton's (Field Officer) efforts in the community, the problems are moving toward resolution. However, it is Mr. Templeton's conviction, in which we concur, that a change to a new set of relationships with a second FRC might upset the delicate balance in the community at this time."

Work with the State 4-C mechanism began in January, 1970. The DCCDCA Field Officer met with Betty Kirlin, executive secretary of the Kentucky Commission on Children and Youth, to discuss State 4-C development. The Louisville/Jefferson County 4-C was represented at the January meeting of the Governor's Action Committee on Early Childhood. On Miss Kirlin's motion, the committee made development of a State-wide 4-C mechanism its top priority.

New Priorities

At the February meeting of the 4-C Board, the program planning committee reported on its determination of priorities, as follows:

- The collection and establishment of pertinent data relating to child care arrangements currently being made in Jefferson County.
- Coordination of services offered to children: Includes acquainting the "4-C Committee" and executive director with all sources (both actual and potential) available on a local, State, and Federal level that would enhance the establishment

of comprehensive service programs for children. The availability of this resource information was to enable the "4-C Committee" to not only improve existing programs, but be instrumental in the establishment of new programs.

- Emphasis should be placed early in the program on the means and method of pursuing funds for the continuance of 4-C beyond the one-year period.
- Education of the public as to the validity and need of comprehensive child care programs in the community.
- In-service training to Board.

The Board added to the list of priorities a self-education campaign to give members an opportunity to learn more about the early childhood development field and about the 4-C concept by scheduling speakers and film strips at their monthly meetings.

Child Care Information System Established

One of the most exciting of the 4-C Committee's activities began in April, 1970, when Louisville was selected as the site of an experimental information system dealing with early child care services.

Using a Ford Foundation Grant, the Day Care and Child Development Council let a $50,000 contract to the Center for Environment and Man, Inc. (CEM), a Connecticut research firm, to design and implement a centralized, information-gathering system to assist a community in coordinating its child care resources. The model project was intended to benefit other communities by revealing information and approaches that could be universally applied. The project was scheduled for completion within one year.

In selecting a pilot site, DCCDCA searched for a city where the level of local cooperation would assure successful implementation of the system. Not only did Louisville offer this potential, but it had also set the development of an information system as one of its two top priorities, realizing that a centralized pool of information was essential for coordinating children's services.

Essentially, the Louisville system was to be an operational information system, not a survey. It would analyze existing early childhood community services, track the children who used and needed these services, and point out areas that could be improved by coordination.

The goal was an instrument to enable Head Start programs, public and private day care centers, day care services, and other community programs to find ways to pool their resources. A formalized approach rather than a formalized answer, was intended. It was not a tool for prescribing specific ways to improve coordination, which should be the community's decision. The system would instead point out areas where coordination would be benificial.

Louisville's program concerned actual delivery of services to children. The two-pronged plan included:

- A student-profile system to track or record data on each child, coupled with the collection of additional data needed by the funding agencies.
- A placement system to direct applicants to available services, included a related, centrally planned transportation system.

The student-profile system would determine which children were being served by the child care agencies and which were in need of such services. The placement system involved classifying existing childhood services according to type of service, geographic area, potential for inter-agency cooperation, and use of staff.

The final phase of the contract called for summarizing the data into a prototype package to enable other 4-C communities to set up the same type of system without investing heavily in planning.

Initially, the Louisville 4-C participants were somewhat confused about the purpose of the information system. Tom Whealdon explained to 4-C program committee members that it was intended to tell the community what kind of information it needed, not just gather data.

A questionaire was sent to early childhood agencies in the area to collect initial descriptive data on them. While not as many agencies responded as had been hoped, those that did answer were sent a follow-up request for information on their current status (data subject to change). The information is processed and collected into a referral book, copies of which will be provided to all participating agencies, with updated pages sent as new information is received. The book is intended for use by persons who are in a position to refer families to child care agencies. Also, work was begun on development of the profile study of children served by the local agencies.

4-C Takes Hold

By June, the 4-C Committee really began to function significantly, demonstrating its capacity to respond to the philosophy and structure of the 4-C system. The new project director began his duties June 1st and most members of the board were by then well acquainted and functioning as a group (with the exception of the parent members, who were not fully participating). A total of $10,000 in cash had been raised and deposited at HWC in the 4-C account.

The 4-C board embarked on a program of self-education, initiated by a presentation on child care centers by Sharon Osborne, chairman of the program planning committee. She discussed basic standards, staff training, licensing of centers, the role and use of child-care information projects (such as that being developed at Louisville), and types of programs available. Further presentations were planned for future board meetings.

Leaders of the 4-C effort held a "planning retreat" in June to discuss activities for the coming year and to give the group a chance to interact in a work setting. Participants included the 4-C director, board chairman, and chairman of the program planning committee; three planning committee members; and the DCCDCA Field Officer. Discussion centered on objectives for future 4-C efforts, priorities, and methods for accomplishing the objectives. Most participants felt that the planning session was productive.

Recognition

Feeling more confident in the progress of their program, and on the advice of the Field Officer, Louisville 4-C leaders took steps in July, 1970, toward seeking recognition from their FRC as a full-fledged 4-C project. Tom Whealdon wrote to the Region III FRC chairman, Fred Dibgy, inquiring about requirements for recognition, especially in regard to the need for written coordinative contracts with community agencies and organizations.

4. RECOMMENDATIONS

One of the most important, but also most difficult tasks that the Louisville/Jefferson County FRC must accomplish to increase its effectiveness is to create a general awareness in the community of the 4-C program and principles. Community interest and support is essential to stimulate the necessary activities and mobilization of resources for supplying adequate child care services.

Other steps that would facilitate the accomplishment of 4-C goals in this community are:

- Secure an expanded base of funding adequate for the second year of operation, most probably through use of Title IV-A funds.
- Develop a leadership core on the board of directors, probably in the form of an executive committee. A 4-C committee with a heterogeneous structure usually is not effective in the long run.
- Improve parent representation and involvement on the board of directors, starting with better attendance at meetings.
- Continue to work toward recognition by the FRC.
- Continue development of the information system for early childhood programs.
- Develop inter-agency coordination relating to programing, administrative agreements, joint staff training, and other areas of operation that could benefit two or more agencies in the community.

A Pilot History

METROPOLITAN DADE COUNTY COMMUNITY COORDINATED CHILD CARE, INC.

Miami, Florida

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METROPOLITAN DADE COUNTY COMMUNITY COORDINATED CHILD CARE, INC.

Miami, Florida

1. STATUS AND EVALUATION

Miami was well on the way to becoming a viable 4-C agency long before it was ever designated a pilot.

The effort in Miami began at the Atlanta Head Start Conference in 1968 with the announcement of the implementation of a nation-wide 4-C program. To many organizations in Miami which were seeking a coordinative mechanism, the 4-C concept seemed the answer to Miami's needs. Shortly after the Conference, a core of leaders in the day care and child development field, under the auspices of the local CAA, the Economic Opportunity Program, Inc., (EOPI), took the initiative to prepare Miami for the oncoming program. EOPI convened an initial meeting for 4-C more than a year before Miami became a pilot program.

As a result of its head start on 4-C organization, the Miami organization has developed into a successful program. Now that it has an organizational structure in terms of Committee and staff, Miami will be able to begin work on formal agreements and additional funding.

One of Miami's greatest assets has been its sponsoring organizations. Although it was initially sponsored by EOPI, the pilot soon made a smooth transition to sponsorship by the Greater Miami Coalition, an organization which was better equipped to sponsor 4-C because it was less diversified than the community action agency. The Coalition provided staff assistance, aided the steering committee in proposal formulation and staff selection, and provided office space for the 4-C staff.

Likewise, the pilot has been fortunate in terms of staff. The staff member on loan from the Coalition has added both experience and expertise to the program. Her function was complemented by the hiring of a 4-C coordinator, who has been instrumental in helping the organization to function smoothly. Effort to develop a State-level 4-C have been fostered largely due to the efforts of these staff persons.

Funding prospects seem optimistic for the pilot. Shortly, the 4-C agency will become the administering agent for the Model Cities program, which will be funded by matching $1 million Model Cities supplementary funds with Title IV-A.

With the Model Cities program underway, Miami 4-C can look to the future. One problem to be ironed out is its relationship to the Greater Miami Coalition. Mutual expectations must be agreed upon and 4-C must maintain its autonomy.

Miami also must increase its efforts to secure active cooperation from State and local governments to insure progress in its coordinative activities. Closer ties with the Federal Regional 4-C Committee in Atlanta would also be mutually advantageous.

2. BACKGROUND

Events leading to the formation of a 4-C effort in Miami can be traced to 1966 when the Dade County Welfare Planning Council (a now-defunct organization) undertook a county-wide survey of day care needs and the application of available resources. This information was made available to Economic Opportunity Programs, Inc., the local CAA iscussions were held by EOPI about the feasibility of having an "umbrella agency" which would deal (from a central point) with child care and development programs within Dade County.

While these discussions were going on, announcement was made at the 1968 National Head Start Conference in Atlanta of the of a national 4-C program. Recognizing the 4-C program as an ideal vehicle for the umbrella agency for Miami, EOPI began to consider and discuss the 4-C concept, and its potential for fulfilling Miami's needs. As a result of the discussions, EOPI decided to convene an initial meeting to see if possible participants thought a 4-C program would be desirable for the Miami/Dade County area.

3. DEVELOPMENT OF THE 4-C PROGRAM

Steering Committee Formed

The initial meeting to discuss 4-C was convened in June 1969 by the Miami Economic Opportunity Programs, Inc. From this meeting a consensus emerged that a 4-C program would be beneficial for Miami/Dade County. Attending this meeting were public agency representatives, private day care operators, parents, and interested citizens.

An ad hoc 4-C steering committee was formed at the next meeting which was held in July 1969.

The steering committee agreed formally that the organization should proceed with an application to the Federal Regional Committee in Region IV for recognition, and for a grant to operate a pilot 4-C program in the Miami/Dade County area.

The composition of the ad hoc steering committee in numbers was as follows:

Agency Representatives

Board of Public Education	4
Catholic Welfare Bureau	1
Comprehensive Health Planning Council	1
Economic Opportunity Programs, Inc.	7
Florida State Division of Family and Rehabilitative Services	1
James E. Scott Community Association	5
Greater Miami Coalition	1
Metropolitan Dade County-Program Analysis Division	1
Model Cities	2
Saint Alban's Day Nursery	1
United Fund of Dade County	2

Interested Citizens

Total	7

Parents

Total	12

The main efforts of the steering committee in the next few months centered around a proposal for pilot designation submitted to the Federal Regional Committee in the fall of 1969.

At the same time the proposal was being formulated and submitted, another subcommittee began soliciting formal support from various agencies. Positive written replies were received from the following:

- James E. Scott Community Association
- State of Florida Department of Public Welfare
- Office of County Manager, Dade County
- Dade County Public Schools
- Department of Housing and Urban Development, Dade County
- Economic Opportunity Programs, Inc., (reaffirmation by Executive Director)
- Comprehensive Health Planning Council of South Florida
- United Fund of Miami
- Saint Alban's Day Nursery, Inc.

By-Laws

Parallel to the above efforts, proposed by-laws were approved, including the official name of the 4-C organization, Metropolitan Dade County Community Coordinated Child Care, Inc.

In the by-laws, it was determined that the Board of Directors would have 20 to 45 members, with at least one-third parents and that the Board would have four standing committees: Executive, Budget and Finance, Personnel, and Nominating.

Other highlights of the by-laws are:

- Formation of a General Assembly, with no limit on number of members. The Assembly is responsible for electing the Board members who fall into the category of "interested individuals."

- Provision for additional participation. Any agency not represented on the Board can petition for representation, and if a majority of the Board votes that the petition has merit, it will be referred to the Nominating Committee for study. If the Committee's report is favorable, it will be referred to the Board, where a two-thirds majority vote will be required for seating.

Steering Committee Recognition

In late December 1969, the Region IV FRC approved Miami's proposal for steering committee recognition giving it status as a viable 4-C steering committee working toward full recognition. The proposal stated simply that participating members of the steering committee had agreed to the goals for a 4-C program, and to develop a plan for division of responsibility concerning areas and groups to be served by each of the participating member agencies.

The steering committee anticipated that, through joint planning and sharing responsibility in certain areas, it could maximize those resources which were already available. The participating agencies, the proposal stated,agreed to attempt definitive coordination in the areas of staff development, program coordination, and administrative coordination.

Program Coordination

The proposal noted the need for more program coordination, especially in Head Start.

At present, the Dade County Board of Public Instruction is the delegate agency for a full-year, full-day program for 3,000 five-year-old children. EOPI operates 16 Child Opportunity Centers which provide a full-year, full-day program for 1,000 children, ages 2-1/2 to 6. Portions of the Child Opportunity Center's program are delegated to the James E. Scott Community Association and the Saint Alban's Day Nursery (both United Fund supported agencies). EOPI is responsible for the provision of medical and dental care to all of the 4,000 children.

This arrangement has encouraged close working relationships among the agencies. However, coordination falls far short of the optimum because EOPI is understaffed and because agencies tend to focus on their own programmatic goals and guidelines.

A successful 4-C could assure more effective program coordination, not only for those programs mentioned, but for all other programs serving needy pre-school children in Dade County.

Staff Development

Initially, the EOPI Child Opportunity Centers' teachers and aides working in the Head Start Centers operated by the school system joined in an intensive pre-service training program conducted through the University of Miami. Subsequently, there were joint teacher/aide workshops.

However, efforts in the area of staff development have been largely unsuccessful despite the fact that all of the agencies are deeply concerned with the need for a coordinated, systematic approach to staff development to provide a continuity in a community approach to child development. For instance, these teacher/aide workshops have dwindled. Staff visitation programs and common training programs have been tried in the past but only in a fragmented manner.

Miami 4-C felt that staff development could be vastly improved through the 4-C mechanism if specific and sustained cooperative efforts in staff development could be made on behalf of appropriate programs in the County.

Administrative Coordination

Similarly, interagency transfers might be encouraged if 4-C developed a system to allow joint personnel recruiting and interagency transfers. Although personnel openings were frequently circulated among various agencies, no commitment or system was in effect.

In interagency transfers, arrangements were made early in 1966 for school system personnel to secure a leave of absence, without loss of senority or benefits, so that a transfer could be made to the Economic Opportunity Program, Inc. However, this was limited to only these two agencies. It was proposed that the entire matter of recruiting and transfers, such as in staff development, be coordinated through a systematic approach which would benefit all agencies involved.

Pilot Status

The FRC selected Miami as a pilot program in Region IV at the same time that it approved its steering committee structure.

Shortly after Miami was designated a pilot, the Greater Miami Coalition became the sponsoring agent for 4-C. Initially, the 4-C program was sponsored by the Economic Opportunity Program, Inc. However, because the local CAA had other priorities which consumed its energies, EOPI decided to request other sponsorship for 4-C. In February 1970, the Board of Trustees of the Greater Miami Coalition unanimously voted to accept 4-C sponsorship.

Simultaneoulsy, contract negotiations with DCCDCA began, and plans were made for staff selection and hiring.

The amount of award was set at $9,000 and a budget was constructed around that figure. The budget for 12 calendar months was set at $24,090 with the balance of funds coming from either direct or in-kind matching funds.

After the grant money was forwarded to Miami in March, the 4-C Committee hired a Coordinator. The Committee selected Miss Joyce Weatherup, after spending several months setting informal job criteria and interviewing a number of candidates. Since she assumed her duties in April, she has planned the activities of the organization and has implemented the planned action on schedule. She has also been active in cultivating State and local political contacts, and in promoting expanded participation in 4-C.

Prior to the hiring of a coordinator, however, 4-C functions had been carried out by Mrs. Daisy Davis, a staff member who was loaned by the Coalition. Mrs. Davis lent experience and influence which provided much assistance and direction to the program.

Incorporation

After the staff member was hired, the full steering committee approved incorporation papers, which were filed on April 16. Processing has been completed, and the 4-C organization is now officially Metropolitan Dade County Community Coordinated Child Care, Inc. It is in operation as a semi-autonomous element of the Greater Miami Coalition.

Activities

Some staff time was expended in making application to the Region IV FRC for a portion of the short-term training grant money. However, Miami's application was turned down in favor of the Atlanta, Georgia, and Tupelo, Mississippi, pilot programs.

Another activity which 4-C is developing is an industry-related program in conjunction with a Miami-based manufacturer who sees some merit in assisting in the operation of a center to increase his labor force stability.

Miami 4-C is planning several workshops dealing with topics pertinent to the area of child care. The first of these was held in June for approximately 50 public and private day care operators. This workshop marked the first opportunity for interaction between the public and private sectors of day care. Through this meeting, the two sectors were able to discuss common problems and to set out how coordination might mutually benefit them. The success of this workshop has enhanced the potential for meaningful coordination in the Miami area. Other workshops have been scheduled on such topics as health needs of children, foster care, and parental involvement.

Model Cities

In a major effort to obtain supplemental funds the 4-C organization has been developing a program with the Miami Model Cities agency.

After preliminary talks in Miami, a meeting was held in Jacksonville on May 26, with attendees from 4-C, Miami Model Cities, Region IV Model Cities office, Region IV OCD and SRS, and District 9 Representative of the Florida State Division of Social Services. The purpose of the meeting was twofold: to obtain a commitment from the State to provide matching Title IV-A funds if Miami Model Cities would provide the initial 25 percent, and to interest Florida in the establishment of a State 4-C.

The State made a tentative agreement to receive matching monies to produce a total of about $1 million. The State directed 4-C and Model Cities to plan together with Health Services and the local CAA for matched monies.

The final proposal from 4-C to Model Cities was submitted on July 1 to the Model Cities Governing Board. The gross amount proposed was $963,714, with Model Cities furnishing $240,928. The Governing Board approved the proposal and promised to have a contract ready for execution by the end of the summer. The proposal set 4-C as the administering agent for the program in the Model Cities area.

General program purposes set forth in the proposal are to mobilize resources to expand and improve the total quality of child care services in the Model Cities area and to staff the local 4-C sufficiently to provide technical assistance both to groups planning to open facilities and to existing centers in the Model City area. 4-C would also be able to offer training at minimum cost for all paraprofessionals involved in the project in the Model City area.

Specific objectives include:

- To work with Model Cities toward an overall plan for expanding day care.
- To locate further sources of funds for day care services.
- To administrate the proposed day care program for Model Cities.
- To train volunteers and enlist trained specialists from existing agencies to provide technical assistance to child care facilities and to secure parent involvement.
- To provide a central source of information about available day care services in Model Cities.
- To assist in developing child care services and coordinating them with other services in Model Cities.
- To provide technical assistance to the providers of child care services in the form of consultation on nutrition, program content, training of staff, utilization of all resources including health, social work services, training programs, etc.
- To develop joint activities between day care services to enrich and/or expand programs and to encourage better utilization of staff with special technical skills.
- To educate parents, day care operators, and the general community about day care and the need for day care in disadvantaged areas.

- To assist day care services and develop parent involvement programs.

Generally the program consists of establishing 55 family day care homes to care for approximately 200 children up to age 3, providing full-day care for a minimum of 30 pre-school children and after-school care for 40 school-age children, and subcontracting with existing day care agencies with the total of all pre-school children to be served not to exceed 300. The centers requesting subcontractors will apply to a 4-C review committee for approval of their proposed involvement. Criteria for selection have been established and the composition of the board specified.

With a solid base in the Model Cities program, 4-C in Miami can look toward spreading its coordinative activities to benefit the entire metropolitan area.

A Pilot History

MISSOULA-MINERAL COUNTIES COORDINATED CHILD CARE COMMITTEE

Missoula, Montana

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MISSOULA-MINERAL COUNTIES COORDINATED CHILD CARE COMMITTEE

Missoula, Montana

1. STATUS AND EVALUATION

The social service agencies in Missoula provide the surrounding area with a somewhat surprising variety of services, for Montana is a conservative, economically-depressed State.

One of the agencies with successful, well-regarded programs is the Community Action Agency for Missoula and Mineral Counties. The CAA fostered 4-C locally and the 4-C committee decided, shortly after being designated a pilot in April 1969, to become a delegate agency of the CAA.

The committee than formed subcommittees according to the guidelines, and a long range work plan was developed in June, 1969. Head Start donated office space within the CAA in July and work began immediately on the creation of a 4-C workshop to utilize a Children's Bureau short term training grant. The proposal for this workshop was subsequently approved and held in October, 1969.

During the fall of 1969, by-laws were completed and adopted, and a survey was made of day care facilities in the Missoula area.

In the first months of 1970, the 4-C pilot attempted to interest the business community in the issue of day care. Although interest was certainly aroused, no funds were forthcoming as a result of this effort.

Most of the Missoula pilot's time and energies, from designation through the end of the pilot period, were involved in the pursuit of a secure funding base. This was never found. Local resources were meager and charitable contributions were generally directed to United Fund which in turn claimed that its funds were almost fully allocated to ongoing projects. 4-C did assist in the creation of after school and summer camp programs which were operated by the YWCA and funded minimally by United Fund. For the most part, however, the 4-C pilot failed to gain the financial support of the community.

This lack of success in local fund raising led to what may be the greatest accomplishment of the Missoula pilot. In June, 1970, the pilot submitted a proposal to the State Welfare Department asking that WIN day care allowances be increased and the extra amount be allocated to 4-C for the creation of a program of supportive services to all child care facilities. Though initially rejected, State Welfare

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officials agreed that the proposal had considerable merit and as of August 1970, they were giving serious consideration to revising regulations on the use of WIN funds. Should this occur, the implications for child care would be statewide.

The actual accomplishments of the 4-C pilot have been limited but occasionally significant. Private day care operators have begun to communicate, and a wide group in the community has been made aware of the vital differences between good day care and simple babysitting. As in other communities, the Missoula 4-C committee has become a reference point for information on child care. Another training workshop was being planned for the fall of 1970.

The limited amount of significant activity by this pilot can be attributed directly to its necessary preoccupation with obtaining a funding base.

If the pilot is to have any real success, Federal funding must be made available to it.

2. BACKGROUND

Missoula, Montana is located in the center of a five county area on the western slope of the Rockies. Although a population of roughly 35,000 qualifies Missoula as a small city, the characteristics of the area are primarily rural.

Montana as a whole is economically depressed. The State legislators are conservative and not inclined to hand out money without strong evidence that a given project is fiscally sound. Absence of State sales or income taxes means that the State relies almost entirely on Federal funds for support of public programs.

Given this unfavorable economic situation, a surprisingly wide range of social services are provided the surrounding area by agencies in Missoula. Services are available for the physically and mentally handicapped, the blind and the deaf. Mental health and speech clinics serve the area. One of the most active social service agencies is the Missoula-Mineral Human Resources Commission, the Community Action Agency. MMHR is generally well regarded by the local population.

Missoula is the home of the University of Montana which operates a preschool program as part of its teacher training. Missoula also has a vocational technical school which includes in its curriculum training for participants of Federal programs such as WIN.

The principal industry in Missoula is the lumber mill. Loggers, mill workers, ranchers, farmers, rural migrant workers, shop and professional people constitute most of the population. Existing child care services at the time the 4-C concept was introduced included a superior Head Start program, and OEO-supported day care center, the University preschool, a small number of private day care homes and kindergartens, and a school for handicapped and retarded children. There was not a single licensed child care facility in Mineral County. Family planning services are provided through MMHRC.

3. DEVELOPMENT OF 4-C PROGRAM

Missoula first became interested in the 4-C program in early 1969. The planning director of MMHRC contacted the Governmental Relations Coordinator in Kansas City because he felt that Missoula might be an ideal small western city pilot. Subsequent contact led Missoula to believe that its chances of being selected a pilot 4-C community were fairly good, and a special planning committee was formed to determine what steps should be taken. This committee, which was later to become the 4-C Steering Committee, had representatives from Head Start, the Welfare Department, mental hygiene clinic, CAA, the public school system and others. This group drew up lists of those persons, agencies and organizations who should be represented on the Steering Committee, and formed subcommittees to visit these people to ask their support.

By the end of March, the steering committee had composed a preliminary planning proposal. On March 27, 1969, the CAA Director and Planning Director and a Child Welfare worker from Missoula attended a meeting of the Federal Regional 4-C Committee in Denver and submitted the preliminary planning proposal. The Missoula representatives described the child care situation in their city as it related to Head Start and other existing child care facilities. They stressed that CAA would be able to provide technical assistance to such an effort because of past experience in the field and because the CAA planning division staff would be available within limits defined by their resources. The Missoula 4-C Steering Committee, as described at the FRC meeting, conformed to Federal government guidelines and seemed reasonably well organized at that stage.

On April 24, 1969, the FRC notified Missoula of its selection as a pilot community.

On June 4, 1969 at the request of the Missoula 4-C Steering Committee, two DCCDCA Field Officers visited the pilot to discuss next steps. Although there was a poor turnout for this organizational meeting, the group outlined a framework and discussed the qualifications needed in a 4-C coordinator.

Funding was also discussed. The Missoula 4-C Committee had received a commitment of $10,000 from the OEO regional office by this time. To receive these funds, the 4-C group would have to become a permanent incorporated agency or operate as a delegate agency under the administration of the CAA, the Missoula-Mineral Human Resources Commission. Incorporation would assure more independence of operation but operating from an existing agency would probably attract greater community involvement. Budget discussions were not too useful at that point since the FRC had not yet decided how many pilots would be designated in that region or how to distribute the small amount of 4-C money. Because it was impossible to know whether additional funds would be provided the Missoula pilot, the pilot was unable to develop a budget. The Field Staff Officer pointed out that even if both the OEO and DCCDCA funds were forthcoming, this would still not constitute an adequate budget. Because there was no guaranteed Federal funding for the 4-C program, local fund raising would be a high priority.

The 4-C group ultimately decided to become a delegate agency. Although monies would come through MMHRC, the 4-C group was assured by the CAA that they would be reasonably free to set their own policies insofar as they did not conflict with OEO goals. Later, they decided to incorporate also, submitting articles for incorporation in February, 1970.

After several full membership meetings, the Committee divided into subcommittees:

- To assess the child care needs;
- To assess existing resources;
- For planning and community organization.

The committee decided that these committees must involve people from the programs which 4-C hoped to coordinate.

Steering Committee

In June, 1969, the 4-C Steering Committee set up, with the guidance of the Field Officer, a work schedule through March 1970. This schedule included designating permanent committees, hiring a coordinator and a secretary, conducting a needs and resources survey, writing by-laws, developing training programs, meeting with parents and neighborhoods to find coordinative solutions for their child care problems, and setting up an information and referral system, etc.

A Chairman was selected, and the Missoula group approached the DCCDCA for money to supplement their OEO grant. Also during the summer of 1969, the University of Montana applied for a short-term training grant to conduct a 4-C workshop (1969 fiscal year, Children's Bureau training funds). This application was approved and a training workshop was scheduled for October. During July, Head Start made available office space for 4-C.

In August 1969, a coordinator was hired. She was formerly a public health nurse with the Missoula County Department of Health. A first draft of by-laws was presented to the committee, and a tentative program for the October training workshop was developed.

The FRC made no significant contact with Missoula until September 1969, at which time the Regional Committee forwarded a packet of pertinent materials for their use.

By-Laws Adopted

Also during September, the drafted by-laws were amended and adopted. The coordinator completed a survey of five day care centers and twelve day care homes in Missoula, handling together a total of 259 children. She discussed with the operators the possibilities of having short evening workshops dealing with normal growth and development and normal behavior of children. Nearly all of the operators were interested. The YWCA volunteered space for such a workshop.

The DCCDCA Field Officer visited with the new coordinator some two weeks after she assumed her duties. The Field Officer felt at that time that the coordinator had difficulty appreciating the broader concepts and goals of 4-C and seemed inclined to deal with one idea at a time. It was too early, however, to determine whether she was simple experiencing the normal confusion and frustrations of trying to get a handle on a new job or was inexperienced in administrative skills.

By December, it was beginning to appear that the coordinator was indeed following a narrow course and not persevering in projects she had initiated. Very little activity was perceptible except in the training area, which was being handled not by the coordinator but the Chairman who was head of a department at the University.

Local Response

Response to the 4-C effort in the hinterlands around Missoula was minimal despite definitely expressed needs for child care.

The independent attitude of the mountain westerner resulted in a prevalent position that "if I can take care of my own kids, so should everyone else," and "the Feds should stay out of the nursery".

Visits by the Field Officer to explain 4-C met polite resistance. Rumors of a "Federal takeover of raising children" greatly reduced the receptiveness of the general population to explanations of the real purposes and goals of 4-C.

An inordinate and unorganized amount of time was being devoted to a survey of the area child care situation. Repeated suggestions by the Field Officer of methods of approach to the problem were gratefully received but apparently not implemented.

The results of the survey by the coordinator were superficial at best and seemed to provide no impetus for further action. A latch-key program was eventually undertaken by the YWCA using United Funds, but 4-C played a subordinate role in this operation.

To get funds for program planning, the 4-C committee spent two months investigating the possibility of diverting Title I funds in Missoula and Mineral Counties to child care needs, such as before and after school programs.

Also in February, an inadvertant omission of the new fiscal year OEO budget caused untold confusion with regard to the future of the Missoula 4-C effort. Although the OEO regional office apparently intended that $10,000 in Head Start money be applied to 4-C, the amount was not labeled as such in the budget, and the CAP Director had allocated the amount to Head Start programs before the HEW field representative assured that funds were indeed included for 4-C. Fortunately, it was possible to siphon certain funds out of the WIN program, and the committee decided to do this rather than to go through the morass of red tape involved in reallocation of funds. Again, the Field Officer stressed the necessity of locating local funds for 4-C.

Business Effort

During the first months of the year, a certain amount of the coordinator's energy was well guided into an effort to involve the local business community in day care. A general luncheon was held at which the goals of 4-C were presented as they related to the interest of employers of women. Despite the repeated urgings of the Field Officer, the coordinator did not manage to get down a written account of her effort in this connection. Record keeping is not her forte.

In any event, though the businessmen were convinced of the importance of day care as an issue, they were not convinced that they should be making financial contributions to the cuase.

On April 13, 1970, the Missoula 4-C Committee held its first annual meeting, attended by approximately 35 people, representing a wide sector of the community. A disproportionately large amount of time was spent in reviewing the by-laws, word for word. An election of new officers was conducted, and a small amount of new business discussed. As a rallying session, the meeting was not very useful. Too much time was devoted to minutiae which could have been much reduced by the Executive Committee prior to the annual meeting. Although this group meets monthly, a shortage of ongoing projects and general involvement by the committee members deprives the group of a sense of unity.

On May 18, 1970, a talk session was held during which CAP and 4-C officials attempted to document the need for 4-C and thereby establish the concomitant justification for the use of Head Start funds to keep the effort alive. The need was verified by the results of various surveys conducted by the coordinator, and future plans to become directly involved in the upgrading and expansion of day care services were presented.

The group decided to present the case for 4-C to the CAA child services council for evaluation. The outline of an idea for funding was also presented during this meeting. It was intended that a proposal be submitted to the State Welfare Department asking that $4 instead of the usual $3 be deposited for day care for children of WIN trainees and that the extra dollar be given to 4-C for development of a program of supportive services to centers and day care homes handling such children. Such services would include a team of educational, health and early childhood consultants and a central equipment and resource materials library.

In early June, the Field Officer assisted in the composition of this proposal which was then submitted to the State Child Care Advisory Council. This group endorsed the idea with some enthusiasm, whereupon the proposal was forwarded to the State Welfare for their approval. The State Welfare Director, however, interpreted state regulations on the use of WIN funds as not allowing allocation of money for the proposed range of supportive services. The proposal was rejected.

The 4-C people felt that the initially favorable reception of the proposal by the State Child Care Advisory Council warranted a second effort. An appointment was made with the Director of the State Welfare and discussions during that meeting confirmed that Welfare in fact felt the proposal had considerable merit; and if regulations were preventing implementation of the project, perhaps State policy needed to be revised. As of August 1970, the State Welfare was involved in serious reconsideration of the regulations which define uses of WIN funds.

Training

In the training field, the University of Missoula has been awarded two successive short term training grants as a result of proposals submitted with 4-C endorsement. The workshop held in Fall 1969 was less than a total success. The proposal had been composed in the Spring of 1969 with a minimum of consultation with resources outside Missoula, and the guest speaker emphasized industry related day care which has little pertinence in rural Montana. This was an example of a program having compatibility with 4-C objectives but little usefulness for its specific audience.

The training workshop scheduled for Fall of 1970 is being more carefully thought out. Great care has been taken to utilize a wide range of resource people within Montana in order to foster greater participation. The workshop itself will be conducted in three separate areas for improved outreach, and the non-Montanan consultants are being selected to deal with child care issues of importance to the region.

Funding Situation

Funding has been and is a pressing problem for the Missoula pilot. The hunt for new sources of funding almost obliterated activity on behalf of the development of a coordination program for the area. Missoula is in an especially difficult situation with regard to funding because no Model Cities exists with which to work and the local United Fund Agency is very small and conservative. Approaches to businessmen have not been rewarding since they, in general, feel their civic duties to be well discharged upon making their annual donations to the United Fund.

Sentiment in Montana is generally against "ersatz" child care which makes private donations an unlikely sources of substantial revenue. Also, personal economics militate against any significant citizen support. Montana is a depressed area. Wages are low (there is no minimum wage for enterprises employing fewer than 15 persons), and there are no State sales or income taxes. With only one significant Federal social services program in the area, the Missoula 4-C effort is entirely dependent upon the CAA -- or a direct Federal grant.

The DCCDCA Field Officer to Missoula has questioned whether the 4-C guidelines are applicable in an area such as Missoula. Perhaps the aims of coordination could best be achieved in an area with underdeveloped services by special effort of an established agency such as the CAA, rather than attempting to develop an independent mechanism for 4-C.

Difficulties and Achievements

Although the Missoula 4-C pilot project has succeeded in stimulating a fair amount of community interest in the child care problems of the Missoula and Mineral Counties, there has not been enough organized activity on behalf of these problems by the 4-C committee.

First of all, 4-C is very much a stepchild of the Missoula CAP agency. The coordinator is housed in space donated by the CAA, and she is entitled to have typing done by CAA staff typists. This, however, is less than ideal. The CAA offices consist of a warehouse by the railroad station which has been divided into tiny sections by shoulder-high partitions, producing a less than office-like atmosphere. Staff typing services are erratic. Much of what 4-C has attempted to do in the Missoula-Mineral County area has necessarily been built upon CAA-laid foundations, and a separation of 4-C from the CAA is sometimes academic. This indistinct identity has not been beneficial to the development of an independent 4-C mechanism.

Secondly, the region itself, being large and sparsely populated, does not lend itself to easy communications which are invaluable in developing cooperative efforts. The people themselves are characteristically conservative and apprehensive of Federally-sponsored programs (the marvel is that the Head Start has enjoyed such success). The State Welfare Department and the Legislature are also slow to accept or approve "newfangled" ideas. As a result, 4-C in general and day care in particular have gained very uneven support.

Also, the coordinator hired to spearhead the effort is a woman of considerable energy and enthusiasm, but she has not employed a methodical approach to 4-C and has not kept adequate records of her activities. As a public health nurse, she naturally tends to emphasize the health aspect of child care frequently to the exclusion of equally important facets of the comprehesnive 4-C goals. The coordinator has received considerable assistance and encouragement from the Planning Director of the CAA, but he will be leaving in September 1970 to return to school. The loss of that steadying and encouraging influence may be fatal to what activity has been undertaken in the name of 4-C. Nonetheless, despite so many negative factors working against 4-C, the Missoula group has exercised some positive effect on the child care scene in Missoula.

- Private day care operators have begun to communicate. A body of information on day care needs and resources in the area has been accumulated as a reference point.
- A wide group in the community has been made aware of the problems of day care in the area and has been instructed in the vital differences between good day care and simple babysitting.
- Two workshops for the training of child care workers, will, by September 1070, have been implemented by the University of Missoula in support of 4-C goals.
- With 4-C support, the local YWCA has succeeded in setting up after-school programs and summer camp programs with United Fund money.
- Perhaps the greatest achievement of the Missoula group has been provoked by the proposal for funding submitted by them to the State Welfare. The Welfare Director has simultaneously been acquainted with the need for funds for day care in Montana and for the necessity for providing a wide range of supportive services to such programs. This could have statewide implications in terms of state support for day care.

4. RECOMMENDATIONS

It must be recognized that the Missoula pilot area has more rural than urban characteristics which will require special guidelines and special assistance in order to surmount its special difficulties. The problems of transportation, communication and generally lower incomes inherent in any rural setting are not conducive to a largely volunteer social service effort.

If the program is to be continued in this area, funds will have to be made available from the Federal level. There are simply not sufficient resources available at the local level.

Given funds, the program would profit from an independent status in the community, since conservative Montanans are generally wary of Federal poverty programs. Still, there would probably have been no effort whatsoever without the CAA agency's good offices.

The Missoula-Mineral County pilot also requires the services of a professional administrator with experience in community organization. The present coordinator, despite her valiant efforts and good intentions, does not have administrative capabilities. This has prevented her from doing more with the few and meager resources at her disposal.

There is a need for an intensive public education program about child care in this area. Although many children are being neglected for one reason or another, the people are reluctant to accept remedial ideas since they are generally disapproving of care for children by other than the mother.

A Pilot History

PORTLAND TRI-COUNTY 4-C COUNCIL

Portland, Oregon

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PORTLAND TRI-COUNTY 4-C COUNCIL

Portland, Oregon

1. STATUS AND EVALUATION

The existence of a viable 4-C agency in Portland, Oregon, today is especially remarkable in that this 4-C is one of only two 4-C projects to be designated a pilot but not allocated any pilot funds.

With only minimal encouragement and support from regional HEW and OCD officials and little more than verbal encouragement from the Federal government, a temporary 4-C steering committee was organized and a committee structure developed; a small staff recruited; an office established; and by-laws prepared. Finally, an independent 4-C agency was legally incorporated. Lacking pilot funding, the temporary committee located resources within the community to keep their coordinative program alive.

Today, a viable 4-C organization is pursuing cooperative planning for day care and child development services. Old money is being rechanneled and added to new money to be matched with Title IV-A Social Security funds to increase Portland's child care resources by about one million dollars. The 4-C agency administers Portland's Model Cities' day care program and is the channel through which IV-A money flows. In terms of the steering committee's main program objectives, the 4-C effort in Portland has been almost entirely successful.

Individuals representing a wide spectrum of the day care community serve on the Portland Tri-County 4-C Council, including day care and child development professionals involved in operating programs, working for the welfare department or a CAP program, or teaching at the community college; parents active on parent advisory committees or Head Start or policy boards of the Model Cities agency; some public officials, including the Mayor's representative and a local State legislator. As of August 31, 1970, the 4-C council boasted nearly 150 members.

The Council is now negotiating with business and industry to get financial investments in day care to be used as matching funds for Title IV-A dollars. Local voluntary agencies are also strongly committed to the 4-C concept. The 4-C committee has a good working relationship with Model Cities. Many sectors of the community have agreed to support quality day care and child development program in Portland. Some recruitment and training of child care personnel have been accomplished.

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There are only a few dim spots in a generally bright picture of a coordinated community working together for the welfare of children. The local CAP agency has divorced itself entirely from the 4-C effort, even though it initially offered support and encouragement. As elsewhere, the issue seems to be competition for programs and money. Also, private day care operators in Portland have shown little interest in 4-C.

The Portland 4-C leaders have also exercised considerable influence on the State level in child care matters. The governor was persuaded to support 4-C at the State level (Oregon was designated the State 4-C pilot project by its FRC) and to urge the State welfare department to accept the use of Title IV-A funds for child care services. Members of Portland's 4-C agency helped draft a law, subsequently passed by the Oregon State legislature, amending the State plan to cover day care.

These accomplishments would have been far more difficult or even impossible without the intense commitment, zeal, and hard work of Portland 4-C's executive director, Mrs. Helen Gordon. She reactivated a committee of concerned citizens who had already produced a plan for comprehensive child care services in Portland (Day Care Urban Coordinating Services or DUCS) and persuaded them to work for the 4-C concept. A firm believer in the importance of politics, Mrs. Gordon utilized her political contacts at both the local and State levels to secure needed support for the 4-C program. At times she performed full-time staff duties as an unpaid volunteer when funds were scarce or non-existent.

Ironically, however, the advantages of a dominant, dedicated 4-C leader such as Mrs. Gordon tend to conceal the weaknesses of this means of getting things done. A disinclination to delegate authority has resulted in lack of participation in 4-C matters by some important segments of the Portland community who have a stake in 4-C and could make sound contributions to its development. Without Mrs. Gordon or an equally energetic and effective director, the 4-C effort in the community could flounder. Too much depends on one person.

Despite its resourcefulness and hardiness, questions about future funding continue to plague the Portland 4-C program. To meet community needs it must find funding to support a level of activity and funding similar to that now established.

Although it cannot be evaluated at this time, it will be interesting to note how operating the Model Cities' day care projects will effect the Portland 4-C agency's coordinative activities. This will be the first time that Portland 4-C has been involved in actual program operation on a large scale. Such involvement could place it in an even more competitive position with other program operators, like the CAP, which could further impede total community involvement and participation.

2. BACKGROUND

Portland leaders and officials first became acquainted with the 4-C concept at a regional 4-C briefing session in Los Angeles in June 1968. The session was called by the regional office of Child Development to inform State and local officials affiliated with Federal programs about this new Federal plan for administering child care programs. Portland was one of 15 communities tentatively selected as a good site to establish a model 4-C program. The metropolitan area had a population of approximately 375,000 representing a broad socio-economic range, with a need for quality child care that far exceeded available resources. The local CAP agency, the Portland Metropolitan Steering Committee (EOA), Inc., administered a Head Start program that only partially met community needs. Several voluntary agencies, among them the Volunteers of America and the local branch of the National Council of Jewish Women, sponsored special projects concerned with improving the day care situation in their community. Portland State University was equipped to administer and conduct special training programs in child care.

In 1967, a citizens' committee of 127 persons representing public and private agencies, labor unions, business and industry, neighborhood war on poverty committees, users of day care, and civic and fraternal organizations was formed by the CAP for comprehensive planning of child care services in Portland. That committee produced a plan, Day Care Urban Coordinating Services (DUCS), which was being implemented in a piecemeal fashion as funds became available.

3. DEVELOPMENT OF 4-C PROGRAM

Among those attending the 1968 Los Angeles briefing session was Mrs. Helen Gordon, then a staff member of the local CAP agency, the Portland Metropolitan Steering Committee. After learning that Portland was to be a 4-C pilot community, she decided to try and reconstitute the DUCS committee as the Portland 4-C coordinating agent. Mrs. Gordon became the chief spokeswoman for day care in Portland and at the Statehouse in Salem, Oregon.

By July 1968, local interest in 4-C was stirring in Portland. It was hoped that other public agencies than public welfare and community action would be involved. Already the Health Department, the Portland School District, the Labor Department, and the Community

Council (a source of "Good Neighbor Funds") were interested. Also the Portland Housing Authority was moving quickly to develop day care facilities. The 4-C committee was called the Portland Metropolitan Steering Committee. In addition to local activities, Mrs. Gordon made efforts to promote a State 4-C effort by the governor's office, which showed an interest. Both State and local people were under the impression that some Federal funds would be available for their 4-C projects.

Initial Planning Stage

Throughout the summer and into the early fall of 1968, Mrs. Gordon and a committee worked to fashion a 4-C, even before Portland was officially designated a pilot and before Federal 4-C guidelines were issued. She also participated in regional meetings on 4-C.

Many public and private agencies, churches, business and civic groups agreed to work on 4-C and State health, welfare, and employment agencies promised their assistance and participation in the full implementation of a 4-C program.

On November 13, 1968, Richard E. Collins, acting executive director of the Portland Metropolitan Steering Committee, applied directly to Jule Sugarman asking for recognition of Portland as one of the demonstration cities to develop a 4-C, so that it could receive technical assistance and Federal funds for a paid staff member.

However, the responsibility for chosing local pilots had been delegated to the Federal Regional Committees, and Sugarman could not respond to Mr. Collins' application. The need to set up regional machinery and develop pilot criteria further delayed formal pilot selection.

In the winter of 1968 and into the new year, Mrs. Gordon continued to spread the word on 4-C as she worked in her capacity as Head Start, day care, education program analyst for the Portland CAP. Several agencies agreed to cooperate on the planning and sponsorship of some day care programs.

Periodically, Mrs. Gordon contacted State officials, members of Congress and Washington Federal officials to discuss the need for stronger government support of day care and to urge that they promote 4-C with funds and public statements of commitment.

In February 1969, the San Francisco FRC decided to select an urban, a rural, and a State 4-C pilot project, eligible to receive grants for technical assistance. It spelled out the following criteria:

- Communities already approved for other types of programs requiring coordinative mechanisms, e.g., Parent Child Centers, Model Cities, etc.;
- Communities with programs providing most of the base resources needed for comprehensive child care services;
- Communities where the local agencies, (welfare, education, health, etc.) agree to give priority to lending services involved in a 4-C program.

Portland was one of eight communities in the region that indicated interest in being a 4-C pilot.

Temporary Steering Committee Formed

On April 7, 1969, a temporary 4-C steering committee with 36 members was officially constituted in Portland. Letters had been mailed to many organizations, individuals and agencies concerning 4-C, asking those who were interested to be represented on the committee.

Parent representatives made up 12 of the committees. The majority of parents came from the local war on poverty programs. One parent represented the Parents Association of the Model Cities AFDC Association. Agencies represented included: the Board of Community Commissioners, the City Council, County Welfare, Portland Public Schools, Model Cities, Portland Housing Authority, Portland Community College, Council of Churches, CAP, New Careers Project, UGF, Tri-County Community Council, Pediatrics Department of the University of Oregon Medical School, the local public health agency, and the local units of the National Council of Jewish Women, Volunteers of America, the St. Vincent dePaul Society, and the National Association of Social Workers.

A parent from the Beechman Neighborhood Center, Mrs. Colleen Robertson, was named chairman of the temporary 4-C steering committee. Mrs. Gordon became acting administrative secretary.

Early Activity

On April 8, the Portland Committee submitted a formal request to the FRC Chairman in San Francisco to be selected as a pilot 4-C community. At this time, plans were being made to conduct a short term training session on 4-C at Portland State University, using child welfare funds available through the Social Security Act.

Other coordinative efforts already underway in Portland included:

- On-going agreements between two Head Start programs, a day care program, Head Start Follow-Through, and Parent Child Services, providing for staff development through combined in-service training sessions and Head Start supplementary career training. Portland Community College and Portland State University were also involved.
- Some cross-referral of families from one program to another.
- Assignment of staff from one agency to provide specific service to another.

The steering committee set the following priorities:

- Involve business, industry, labor, church and professional groups in 4-C.
- Develop a mechanism for the common pooling of private and public funds to be matched against Federal dollars. (Mrs. Gordon was instrumental in having bills related to this introduced in the State legislature.
- Help implement neighborhood points of intake and referral.
- Develop agreements on coordination of program materials and agreements on administrative consideration.

4-C Workshop

A 4-C Workshop, financed with a Child Welfare grant was held on June 23-27, 1969. Sponsored by Portland State University in conjunction with the Oregon Division of Continuing Education, it was planned to familiarize the community with the 4-C concept, involve the community in 4-C, and produce a 4-C plan for Portland. The workshop generated considerable enthusiasm for 4-C.

Workshop participants included: staff of public and private child care agencies; representatives of agencies providing supportive services; public welfare, public health, and education agencies; day care consumers; State and local government officials; representatives of community organizations; and interested citizens.

By the last day of the workshop, the participants had arrived at basic agreements on policy, administration and priorities with respect to implementing plans for 4-C in Portland.

One participant indicated her interest for action by stating that, "The people at the Portland workshop left little doubt as to their desire and intent for 4-C. The continuity of agreement was shown in their very effort to achieve maximum community involvement".

A small workgroup on administration recommended that: immediate action be taken to implement a comprehensive and inclusive 4-C program for metropolitan Portland; the temporary 4-C steering committee expand to include representatives of additional surrounding counties and plan for a permanent organization; and alternative sources of funds for program operation and implementation be sought.

As an outgrowth of the workshop, a subcommittee on organization and administration of 4-C was established. At its first meeting on July 8, 1969, the subcommittee decided to emphasize securing a full-time coordinator to spearhead the planning of 4-C and to search for funds needed to carry out the program on a permanent basis. Existing community agencies were to be contacted for staff help and funds, since seeking outside funds might cause delay in 4-C planning.

4-C Becomes Multi-County Effort

The steering committee amended its original bid to become the local 4-C pilot and asked the FRC to designate an expanded Portland Metropolitan 4-C, covering four counties, as the pilot project. An expanded 4-C, including Multnomah, Clackamas, and Washington Counties in Oregon, and Clark County in Washington was more practical than a Portland 4-C for a number of reasons:

- The UGF and Community Council serves a tri-county area;
- Much community planning is carried on by a Regional Association of Governments;

- Great numbers of people from Clackamas and Washington Counties work in the Portland area and many Portland people work in industries in Clackamas and Washington Counties;

- Portland State University serves a great number of community students from Clackamas and Washington Counties;

- Parts of the Portland suburban area were really in Clackamas and Washington Counties.

Subsequently, Clark County had to be dropped because it was outside the State of Oregon, prohibiting certain important coordinative agreements, and the Portland 4-C became a Tri-County community effort.

The steering committee chairman wrote the burgeoning State 4-C committee for assistance, assuming that the State 4-C had to approve Portland's bid for selection as a local pilot. In reality, Portland 4-C was far ahead of Oregon State 4-C. Initially, Mrs. Gordon provided information and encouragement to the State effort, instead of the reverse.

Pilot Selection

In August 1969, the FRC named Oregon as the State pilot and Portland as one of three local pilots in the region. However, although Oregon was granted $8,000 to support its work, Portland was given no funding because of a task force recommendation that a city located in a pilot State should not be named a local pilot. Also, the FRC apparently thought that Portland was assured adequate funding. Finally, Portland was advised by the FRC that, inasmuch as Oregon was selected a State pilot, technical assistance would be given primarily to the State rather than directly to Portland.

These rather unfortunate restrictions on the coveted pilot status did not seem to discourage the Portland 4-C group, because necessary support was developing in the community. The CAP agency agreed to permit Helen Gordon to serve as a full-time 4-C coordinator for a six to twelve month period starting in October and to pay her salary for that time. (The CAP agency was later to deny that.)

4-C Objectives

Initially, the objectives of the Portland Tri-County 4-C project were:

- To effect some organizational structure for Tri-County 4-C;
- To get written a State Welfare Plan on Day Care that would include sound proposals for:
  a. Serving present, former and potential recipients of AFDC in target areas;

  b. Identifying target areas to be served and including tri-county area;

  c. Serving and utilizing local public and private financial resources to build up sizeable 25% coffer for matching against Social Security 75% Federal dollars;
- To get regional SRS approval of such a plan;
- To stimulate next action steps in Model Cities area for development of child care services and pooling of funds;
- To stimulate the availability of local private and public matching funds by reaching businesses, industries, civic groups, UGF, and schools;
- To check into all resources for implementing recruitment and training of manpower needed in child care programs.

State and Local Support

As 4-C coordinator, Mrs. Gordon actively pursued these goals. She met with Governor McCall and the Secretary of State in Oregon to ask their support in efforts to gain the cooperation of the State Public Welfare Department in the 4-C effort. Meetings were held with Union Pacific Northwest Bell Telephone Company to discuss its potential role in child care arrangements.

Four-C efforts throughout the winter related to both program and organization. In November, Helen Gordon and other 4-C members participated in a Model Cities Conference on Child Care.

Both Mrs. Robertson and Mrs. Gordon helped draft a State Welfare Plan on Day Care, which was subsequently approved. Several 4-C member agencies joined to develop a proposal for providing an information center for emergency day and night care with Model Cities funds and for operating a family day care home project in the Model Cities area. Portland 4-C applied to the FRC to become one of the pilot communities in a special joint funding day care project.

Outreach efforts to business, industry, State and local politicians, and other organizations to secure their contributions and cooperation continued. In early 1970, the 4-C committee recruited and trained volunteers to encourage business, industry and civic groups to invest in day care. Steps were taken to develop a 4-C brochure and fact sheet and to stimulate articles about 4-C in local publications. The 4-C membership subcommittee compiled a list of potential 4-C members, refined a membership agreement, and did some initial recruiting of members.

A meeting was held with private day care operators on the subject of 4-C. Although attendance was small, some operators showed keen interest, while others voiced suspicion of the program.

4-C Incorporated

It was decided that 4-C should become an independent, private non-profit agency. Articles of incorporation and by-laws were drafted and approved by the membership committee, and the articles were submitted to the State of Oregon, which approved them. Since then, the membership list of the Portland 4-C has been growing. Nearly 150 members were on the mailing list by August 31, 1970.

With this recognition from the State, the committee's status became more official, recruiting increased, and membership lists grew. The temporary steering committee met February 24, 1970 and approved the by-laws. A permanent board of directors composed primarily of the members of the steering committee, emerged. Colleen Robertson became chairman of the board and president of the Portland Tri-County Council, the official name of the Portland 4-C.

Committees for nominations, personnel, finance, manpower, community resources, and membership were finally formally recognized and members officially assigned to the committees. From that time on, the board and executive committee held monthly meetings.

Funding

Money was a prime problem for the new Portland agency. Responsibility for obtaining funding for 4-C efforts, which initially rested with the subcommittee on organization and administration, was delegated to Helen Gordon when she began full-time duties as coordinator in the fall of 1969. The Portland 4-C program subsisted during the fall and winter on a few dollars obtained here and there. United Good Neighbors, the local UGF agency, gave 4-C a small grant to cover secretarial expenses and office supplies for six months, and other small sums were contributed by local businesses.

The committee spent a great deal of effort trying to locate possible sources of matching funds for Title IV-A and securing agreement about their use. Much time was spent during the winter trying to break loose welfare funds for this purpose. UGN promised to release a large sum of money when matching funds were available through IV-A.

To compound 4-C's problems, relations with the local CAP became strained. At some point during the late winter or early spring, the CAP decided that it wanted nothing to do with the 4-C program. The agency denied that it had offered to donate six months of Mrs. Gordon's time to 4-C and began to deduct sums from her salary proportionate to the amount of work time that she spent on 4-C. In every way, it effectively removed itself from all activities related to 4-C. (By the end of the summer of 1970, CAP was not represented on the 4-C board of directors, although some local Head Start centers were represented.)

As coordinator, Mrs. Gordon performed many functions for 4-C. She provided technical and consultative services, assisted in monitoring and evaluating programs, planned for daytime child services, and handled fiscal and program implementation matters related to the new money being made available for child care operators through Title IV-A.

This multiplicity of tasks was becoming too much for her and other 4-C volunteers to handle. By spring, Portland 4-C's need for funds to continue operations and to finance staff and administrative expenses became a major issue. Although Oregon's State plan had been amended to include day care and pledges of additional monies to be matched against Title IV-A for operation of child care programs had been obtained, 4-C leaders could not cut through the red tape to allow Title IV-A money to be used for 4-C's administrative costs.

Finally, however, Portland's efforts bore fruit and on July 28, the Portland 4-C signed a $354,000 contract for children's services with the State welfare department, utilizing a variety of local funding sources to attract 75 percent Federal support through Title IV-A. The first installment of Model Cities' money for IV-A matching to fill out the projected $1 million child-care package was scheduled for September. About $36,000 was alloted to 4-C for administrative costs and to employ a special social worker and operate several neighborhood intake and referral centers in the Model Cities area. With Mrs. Gordon as financial officer, 4-C signed a subcontract with other local agencies to expand existing services with IV-A funds. At the end of August 1969, the Tri-County 4-C Council negotiated fourteen or fifteen agreements with a number of organization, including UGN, the Portland Public Schools, the Clackamas Community College, some private day care operations, and some Head Start programs. Their funds would be channeled through its offices and matched with welfare funds to expand child care services to children. The IV-A monies would add social workers, social work aides, nurses, and consulting pediatricians to the staff of the Health Department; family life specialists to the Home Extension Service; and child development specialists to the public school system. In addition, the money would sponsor an experiment in training senior citizens to conduct night-care homes.

In most instances, the monies channeled through the Portland Tri-County 4-C Council were to be returned to the original donors after being matched with Title IV-A funds. Most of the new funds finance additional direct services to children.

Evaluation Conference

A 4-C follow-up conference was held at Portland State University on March 11 and 12, 1970 to assess and evaluate the progress of 4-C since the original workshop in June 1969 and to determine its future direction. Financed with funds from the earlier child welfare training grant, the conference was attended by about 50 people, including agency representatives, parents, representatives of voluntary organizations, and interested citizens from the three-county area.

Obstacles

Obviously, the Portland 4-C effort encountered its full share of difficulties in becoming operational. As delineated by the leaders of the program, these obstacles include:

- Lack of funds to hire top staff to handle operational details of the 4-C programs.
- Lack of definite Federal guidelines.
- A hesitancy on the part of business and industry to become involved in providing child care services.
- A resistance on the part of many sections of the private community to use Federal money.
- Suspicion on the part of some private day care operators.

- Lack of communication between State and local 4-C groups.

- An initial hesitancy on the part of Model Cities' committee members to allow the 4-C group to be involved in joint planning and programming of services being financed totally with Model Cities funds.

- Not enough on-going, on-site technical assistance and consultation from the 4-C contractor.

- Disengagement of local CAP, despite initial support and cooperation.

4. RECOMMENDATIONS

It was generally agreed at the March follow-up conference that more outreach was needed to convince Portland area business, industry, schools, and government agencies of the importance of child care. A sound plan for community education, including press materials, a television documentary and articles for local publications should be prepared by the 4-C committee and staff and legislative committees developed.

Private operators should be encouraged to become more aware of the importance of meeting standards and participating in 4-C. Their assistance in serving children from all socio-economic sectors through involvement in 4-C should be enlisted.

The strenuous pace of activity in this program requires a full-time paid 4-C staff. Funding sources should be sought to insure adequate staffing and a high level of coordinative activity in the future. All future 4-C plans should include a funding plan for the 4-C operation itself, as well as for direct children's services.

The Portland 4-C program could flounder without the intensive efforts of its executive director, Mrs. Gordon, who has a deep commitment to 4-C and an almost proprietary interest in the program. To meet local needs, 4-C in Portland must be assured of at least the present level of leadership and activities, but more authority should be delegated. Segments of the Portland community largely ignored up to the present time could well be actively encouraged to participate in 4-C and last, but hardly least, funds to cover administrative costs, and to hire an enlarged staff, are needed on a continuing basis.

A Pilot History

COORDINATED CHILD CARE COUNCIL OF BEXAR COUNTY

San Antonio, Texas

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COORDINATED CHILD CARE COUNCIL OF BEXAR COUNTY

San Antonio, Texas

1. Status and Evaluation

That 4-C exists today in San Antonio -- a Texas city fraught with inter-agency rivalries and a factionalism well known throughout State and Federal Regional offices -- is probably due in large part to the constant encouragement and support from the FRC chairman and the DCCDCA field officer, who were both committeed to make 4-C work. Every effort was made to involve all aspects of the San Antonio child care community in the planning and operation of the 4-C program and to keep 4-C active and before the public eye. As a result, 4-C is well known in this Southern city and its objectives are supported by a broad range of agencies and individuals, as reflected by thoroughly representative membership roles and board of directors. One-third of the board members are parents representing all ethnic groups, Head Start programs, some proprietary day care centers, and programs for mentally retarded children. The 4-C process has resulted in improved communication, understanding, and information sharing among those interested in better services for the children of San Antonio.

The 4-C program in San Antonio is administering coordinative agreements between almost all child-serving agencies in the county. Its office, with a full-time coordinator serves as an information clearing-house and job referral center. With 4-C help, two training programs for child care workers were brought to the area. Proposals are now underway to expand and improve the quality of child care in the community.

The Coordinated Child Care Council of Bexar County became the first 4-C pilot project in the country to achieve recognition. Its coordinative agreements, membership commitment forms, and detailed work plan, which have been used as models for other 4-C agencies across the country, represent a great deal of thoughtful analysis concerning 4-C and its function in a community.

Like many other 4-C groups, the San Antonio 4-C agency has had difficulty maintaining an adequate level of funding. Although the program was initiated in the summer of 1968, it did not receive its initial $9,000 in pilot funds until more than a year later. It secured community support from several sources and developed a Model Cities day care proposal which, when matched with Title IV-A funds would assure it an adequate level of funding to conduct an effective program for at least another year. But at present, 4-C in San Antonio is almost without financial resources. It needs funds to expand its program, and finance additional staff to fulfill its detailed work plan.

2. Background

The metropolitan area of San Antonio, located in Bexar County, Texas, has a population of nearly one million people. A bilingual city, San Antonio is proud of its several cultures, predominantly Anglo-Saxon, Mexican-American and German. Tourism is an important local industry.

The city has always contained "barrios" of extreme poverty, and, with an economy heavily dependent upon Federal jobs, is vulnerable to cut-backs in government spending.

San Antonio's politics are Byzantine. A non-partisan, elitist Good Government League, which has controlled the City Council for decades, has become increasingly unsuccessful in fielding preemptive coalitions. Elected county judges who really run the Bexar County government bicker constantly with the City Council. Boards of the Community Action Agency and the Model Cities Agency are fraught with a factionalism well known throughout the State and in Federal regional offices.

In 1968, the climate in San Antonio seemed anything but ripe for coordination. A 4-C representative who made an early visit to San Antonio found Negro and Mexican-American poor picketing city hall, the court house and CAA headquarters in a dispute between the CAA and the San antonio Youth Organization (SANYO) over control of the Concentrated Employment Program (CEP). When San Antonio was officially designated as the region's pilot community, one member of the FRC remarked, "If 4-C can work in San Antonio, it can work anywhere."

3. Development of 4-C Program

Early in 1968, San Antonio was chosen by Washington Federal officials to be one of the fifteen 4-C pilot communities. Representatives of the Bexar County Welfare Department and EODC, the CAP agency, were invited to talk about 4-C with Washington officials at an HEW-sponsored Conference on Services to Families and Children, held in Atlanta in June. Also involved were representatives from the Texas State Welfare Department and the State OEO office. Thinking that 4-C meant additional money for San Antonio child care services, the Texans brought along a written plan for coordination.

First Meetings

San Antonio's first public meeting to discuss the new 4-C concept was jointly called by representatives of the Bexar County Child Welfare Unit, the licensing supervisor of the Welfare Department, and the CAA. Over 200 public, private, and proprietary agency and organization representatives were invited and many attended, representing a broad segment of San Antonio's child care community.

San Antonio was one of four communities in the south to be invited to participate, and local leaders believed that the city's high AFDC roles were one reason it was chosen to be a pilot.

The meeting's sponsors arbitrarily decided that San Antonio should begin by concentrating on day care, defined to include family care, (serving infants, toddlers, and siblings), group day care (school-aged children), and traditional day care for twelve or more children of various ages. The possibility of obtaining additional money for child care through 4-C was highlighted. It was asserted that 4-C would give San Antonio first priority for subsequent funding of children's programs.

The chance of getting additional Federal money stimulated a strong interest in running 4-C on the part of "rival" agencies in town. While 4-C was still only in the developmental stages nationally, San Antonio agencies were jockeying among themselves for the major role in planning and administering 4-C.

A representative of the Community Welfare Council (CWC) communicated its interest in 4-C to Washington officials early, while the Alamo Area Council of Governments (AACOG), an eight-county regional council of local governments supported by HUD funds and local assessments, also spoke up. AACOG felt that, if 4-C was initiated in its area, it should play the major role in coordinating planning efforts, and of course should receive any technical assistance funds from Washington.

EODC, as a sponsor of the first 4-C meeting, maintained an interest in controlling 4-C or at least making sure that 4-C did not intrude on its territory. Its sometime rival, SANYO, hoping that 4-C involvement would enhance its power in the city, also exhibited interest. Another initial sponsor, the Welfare Department, kept involved, as did the San Antonio Mental Health Agency.

All these agencies placed representatives on an early 4-C Steering Committee, formed at a second community meeting in August 1968. A third community gathering on 4-C in November, attended by 117 people, adopted suggestions of a task force on administrative structure proposing five 4-C functions in San Antonio:

- Acquainting the general public with child care needs.

- Self-evaluation of community programs.

- Planning and setting goals for community programs, with first priority given to families in poverty.

- Seeking support, financial and otherwise, from all possible sources.

- Determining areas in which coordination could be achieved.

The group named an acting chairman for 4-C and formed an executive committee. An examination of 4-C's membership lists around this time makes it obvious that many parts of the child care community in San Antonio were under-represented, while many powerful agencies were over-represented.

Local agencies were invited to indicate their interest in becoming the 4-C planning organization and to list any funds, staff equipment, supplies, or other assets they could provide in support of 4-C. Three responses were received: from EODC, from SANYO, and a joint proposal from AACOG and CWC. Only one agency, AACOG, pledged financial support, $5,000. EODC indicated it might commit some funds to 4-C at a later date, but only after a full plan of action was prepared and adopted.

In January 1970, the executive committee delegated preliminary planning authority to AACOG and CWC. A CWC employee took on the responsibilities of 4-C coordinator, paid by CWC with an earmarked grant from a local foundation. The pledge of $5,000 probably influenced the decision to delegate planning responsibilities to AACOG/CWC.

It was assumed that all interested agencies would continue to be involved in planning 4-C and would provide financial assistance as they were able. By spring, there were tentative pledges from a newly formed Model Cities group, EODC, and private sources in the amount of about $15,000.

Initial Recognition and Pilot Selection

During the early phase of 4-C activity, those involved with 4-C in San Antonio were careful to maintain close ties with officials in Washington and at the regional level, where machinery to administer 4-C was just beginning to function.

After the acting chairman of 4-C wrote DCCDCA requesting technical assistance, San Antonio 4-C representatives met with HEW officials and the DCCDCA representative to discuss the city's 4-C plans. In January 1969, with the FRC's role in pilot selection receiving new emphasis, 4-C's acting chairman contacted the Dallas FRC requesting recognition. After some minor changes were made to the recognition proposal, San Antonio was granted Steering Committee recognition and was named a 4-C pilot by the Region VII FRC on May 20, 1969.

As a 4-C pilot project, San Antonio became eligible for on-site technical assistance from DCCDCA and financial assistance in the amount of $9,000. DCCDCA began technical assistance to the program in May. However, the 4-C field officer assigned to San Antonio by DCCDCA would not authorize immediate release of the pilot funds until the community evidenced sound planning, a formal 4-C structure that involved the total child care community, and a firm financial base. As the pilot period began, chances of achieving these goals seemed slight. Many months was elapsed before San Antonio received its $9,000.

4-C Popularity Wanes

By May, the early leadership of the 4-C program in San Antonio had begun to dissipate. The chairman and previous acting chairman moved out of the city. Two other 4-C sponsors became inactive on the executive committee because of pressing job responsibilities. Early suggestions of financial support from several agencies in town proved unreliable; the only real local support came from the $3,500 grant by the Halff Foundation to the CWC, used to pay the salary of CWC's employee assigned to be 4-C coordinator.

Few San Antonio agencies knew what the others were doing nor what community resources were available to expand child care services. Fewer still understood the concept of coordination or could provide good reasons why it should be attempted.

EODC had become disenchanted with 4-C, feeling that the pilot funds should be spent on another day care center, rather than on what was considered duplicative planning efforts. Also, EODC objected to joint CWC/AACOG planning of 4-C when EODC controlled 99 percent of all Federal day care money in San Antonio.

In an attempt to save 4-C, the DCCDCA field officer and FRC representative worked together to convince the 4-C principals, especially at EODC, that San Antonio had untapped resources for expanding child care that could benefit the entire community if a coordinative effort were initiated. The Model Cities coordinator for social services wanted to quadruple $126,000 of supplemental funds for day care through use of Title IV-A. Added to Head Start funds, this would give San Antonio a million-dollar Federal child care program. A new emphasis on coordination at the Federal level increased the possibilities of joint funding in the future.

On July 17, 1969 the DCCDCA field officer met with representatives of four of the five major agencies then participating in 4-C: EODC, AACOG, CWC, and the State Welfare Department. (The Model Cities representative was out of town.) The participants held a relatively rancor-free discussion about the directions of 4-C. All agreed that coordinated planning should be included in the Model Cities' day care proposal and attention directed to securing Title IV-A funds through the State Department of Public Welfare.

A suggestion by EODC that 4-C become an independent agency met with general agreement, indicating that all realized no one would have special prerogatives for 4-C policy-making. The five agencies would bear equal responsibility.

By-Laws and Goals

By-laws drafted by the 4-C coordinator and the field officer were revised over the summer by a subcommittee and approved by the Steering Committee on October 1st.

The by-laws state the purpose of the Coordinated Child Care Council of Bexar County as follows:

> ... To coordinate policy making and planning to the end of mobilizing the resources available to the Community, both public and private, agency and individual, in support of adequate sources of quality child care services, and to assure the most efficient and effective use of such resources. It is further the purpose of the Council to develop mechanisms, methods, approaches and the organizational framework whereby individual agencies and organizations providing direct or related services to children, as well as concerned individuals and parents, may cooperate in providing comprehensive programs responsive to the needs of the children in Bexar County and their families.

Following this statement of purpose, the 4-C committee listed specific goals and objectives.

Membership in the Council was open to anyone who applied in writing to the Board of Directors stating he supported the purposes of the Council. Subsequently, membership commitment forms were designed, with separate forms for individuals -- including parents -- and for agencies and organizations.

One provision initially in the by-laws caused conflict -- that permanent agency membership should be accorded the "big five" of 4-C: AACOG, Model Cities, CWC, EODC and the State Department of Public Welfare. The director of the San Antonio Metropolitan Health Department felt that AACOG should not have permanent membership on the Board because it was a multi-county planning organization, especially since local operating agencies like his own were not made permanent members. The issue was resolved by making the San Antonio Metropolitan Health Department the sixth permanent member of the Board of Directors.

San Antonio's by-laws, among the first adopted by any 4-C pilot, are extensive, and became a model copied elsewhere. Preparing the section dealing with 4-C purposes, goals and objectives proved to be a process of self-education for both the by-laws sub-committee and the entire 4-C Steering Committee. Determining how to establish membership requirements and a Board of Directors required a great deal of thinking about how 4-C's structure could best be designed for an effective 4-C organization.

Recognition Process

Some 265 invitations were sent out for a community meeting in October to establish a permanent 4-C agency, but only about 28 people attended. A slate recommended by a nominating committee for the new permanent 4-C board of directors was approved by the assembly.

The Dallas FRC representative encouraged San Antonio to act quickly upon FRC requirements for official recognition emphasizing the potential for increased day care funds utilizing Title IV-A and urging continued work on the proposed day care program under Model Cities. He advised that funds available through Model Cities to finance 4-C planning activities would have to be disbursed on a "purchase of service" contract basis because of State Welfare Department requirements.

It became obvious that the FRC would require recognition before release of any Title IV-A funds. One FRC member knew the SRS assistant regional commissioner, who determined which programs would receive Title IV-A 75 percent Federal reimbursement. A word from him to the State Welfare Department questioning the competency of 4-C or any group with which the State wished to contract would raise the spectre of a Federal audit, something welfare departments do not trifle with. However, San Antonio leaders knew from their contacts with this individual that he took an interest in 4-C, and they respected his opinions and his capabilities.

At their November meeting, the Board examined the specific criteria for official recognition. The EODC's executive director felt that all areas of coordinative agreements should be covered to achieve full coordination, which would call for a strong stand by the Board. The 4-C staff was then directed to accomplish three immediate tasks: (1) outline a work program so the Board could decide exactly what it planned to do the next year; (2) Secure letters of commitment from all 4-C members and the designation of official delegate and alternates from participating agencies for recognition; (3) Prepare a narrative form of the 4-C agency's budget as required to secure the $9,000 in pilot funds.

The DCCDCA field officer and the 4-C coordinator worked together to develop the application for recognition. As an ex-officio member of the FRC, the field officer helped review all recognition applications and could advise on how the Dallas FRC interpreted the written guidelines.

The field officer felt that written evidence of coordinative agreements should come only after an involved process of inter-agency evaluation of gaps and duplications in service and result in operations and programs that would improve the quality of children's services in the community. However, the FRC was more interested in securing signed pieces of paper which could be submitted to the FRC as evidence of coordination. To speed the process, coordinative agreement forms were worked out on which agencies could describe their programs and pledge to examine their activities in concert to end duplication and gaps among programs.

As approved by the 4-C Board of Directors, these standard agreements dealt with such things as:

- The loan of equipment
- Collection of personnel standards as a basis for a community-wide career progression system.
- Establishment of a job bank listing openings and available personnel in the child care field.
- Sharing of career development opportunities with as many agencies as possible.
- Cooperation in nominating personnel to participate in training programs.

San Antonio's application for recognition was submitted to the Dallas FRC on February 26. It was accompanied by commitments from 100 members, including 55 participating agencies and 38 parents.

Almost no 4-C member agency refused a request by the 4-C coordinator to sign a coordinative agreement, when advised that its signature was necessary to recognition, a prerequisite to eligibility for IV-A funds. Also included with the application were copies of by-laws and articles of incorporation, lists of meetings and progress reports, a narrative description of the parent recruitment process, information on a survey of community child care needs, and a list of Council members with their letters of commitment to 4-C. Most of the latter material was already in the 4-C files.

At its April 16 meeting, the FRC approved San Antonio's application for recognition. At that time, Indianapolis, Indiana was the only other recognized 4-C program. Thus, San Antonio became the first officially designated 4-C pilot to achieve full recognition status.

Work Plan

A 4-C work plan was prepared largely by the 4-C coordinator and DCCDCA field officer, to fulfill several purposes:

1. To meet one of the criteria for release of DCCDCA pilot funds;
2. To answer questions about 4-C's function raised by such groups as the CAP and Model Cities agencies, whose commitment to and support of the 4-C concept was crucial to its success;
3. To form the basis of a contract between 4-C and the Texas State Department of Public Welfare (SDPW) for coordination and planning in the Model Neighborhood Area, a necessary requirement for Title IV-A funds;
4. To be the basis of a grant request to OEO to utilize 1969 carry-over summer Head Start program funds for 4-C planning.
5. To be the basis of a contract between 4-C and the SDPW for coordination and planning for the entire county.

Approved by the 4-C Board of Directors, the work plan was a comprehensive statement of agency activities for a projected agency budget of $51,600. These tasks included:

- Study in depth the mandates and programs of the various agencies providing direct service to children in the community to define the types of children and families to be served by

- each agency; the geographic area served by each agency; and the kinds of services provided.

- Conduct a survey, such as the one in the 4-C Manual, to provide a sophisticated data base for planning.

- Develop and maintain a central personnel file (including names of volunteers).

- Develop and maintain central resources files to include:
  a. Human resources bank.
  b. Books, films, catalogues on educational equipment, teaching materials and toys.
  c. Cultural, recreational, and parent involvement activities.
  d. A reference desk on early childhood.
  e. A government programs file...guidelines, requirements and application forms on State and Federal programs for children, as well as information on pertinent legislative proposals.

- Oversee the training programs for early childhood professionals and aides brought into the community through 4-C.

- Coordinate establishment of classrooms for mentally retarded children or children with other learning disabilities in the areas of greatest need, and explore the potentials of attaching such special classes to existing centers.

- Looking toward the proposed Family Assistance Act, 4-C will assist and encourage any group, center, or franchise that seeks to provide quality care for Federal contracts.

- In terms of the Model Neighborhood Area, the 4-C agency plans to stay in close contact with the San Antonio Housing Authority to see that day care centers are a part of the plan when new facilities are built.

This detailed work plan prepared by the San Antonio 4-C is probably unique among 4-C pilots and represents extensive thinking about the 4-C concept and its application to the child care needs of the community.

However, because of funding problems, the 4-C agency was never able to undertake the full work plan. With the funds it did receive, the 4-C agency has maintained a staff of one -- a full-time coordinator, set up an office, and pursued its goals on a priority basis.

One successful effort at coordination is in the area of job referrals. The 4-C office receives an average of 50 job inquiries a week and serves as an effective referral agency because almost all day care centers in the San Antonio area keep the agency up to date on existing job vacancies.

Like many other 4-C programs, San Antonio fills an important information function for the community by providing information on day care and child development, government programs and regulations, and local child care resouces.

Staff Training

The San Antonio 4-C program is involved in several aspects of training child care staff. It serves as coordinator for the Head Start in-service training program, which admits personnel from other agencies whenever vacancies occur. It is popular with non-Head Start day care centers eager to improve their programs and more than willing to let their staff participate in the training.

A relative effort by 4-C involves higher education for child care staff. In 1969, the Children's Bureau earmarked $80,000 for Child Welfare Training Grants to fund short-term training sessions related to 4-C. These grants are given to institutions of higher learning to train workers in child welfare. In conjunction with 4-C, San Antonio Community College developed and submitted a proposal to the FRC to upgrade the skills of day care personnel in existing centers. The proposal was funded and the college received $3,024 to conduct the program, marking the first school in the area to offer child development courses at a college level.

A second agency to earmark funds for training 4-C personnel was the Office of Education (OE) within HEW. In fiscal year 1970, $680,000 in funds available under the Education Professions Development Act (EPDA) was allocated for training in 4-C communities. Applicants for 4-C training projects were restricted to State education agencies, local school districts, or institutions of higher education. The applicant was required to work jointly with the 4-C agency in preparing the prospectus for a project to be submitted to the FRC for review. OE had final approval on all proposals.

At the invitation of the 4-C agency, San Antonio College developed a prospectus for an EPDA grant to initiate a two-year Associate of Applied Science degree program for day care personnel. While the course would be offered to tuition paying students as well, it was proposed that low-income students receive tuition and stipends with EPDA funds. The prospectus was approved by the FRC and then by the Office of Education.

However, OE's main objection was the poor quality of the curriculum, which was borrowed from another Texan junior college. San Antonio College was wedded to this curriculum primarily because it had already been approved by the Texas Education Agency, a process which usually takes many months. OE objected that the curriculum was not responsive to the needs of low-income or bi-lingual students, or those with only a high school education or less. OE also wanted the college to hire a Mexican-American director. Before final agreement was reached, the 4-C coordinator, the 4-C field officer from DCCDCA, the FRC representative, and even San Antonio's congressman became involved in the dispute.

Ultimately, some curriculum changes were instituted and enough funds were provided by OE to finance the salary of a co-director of Mexican-American descent. The program began in September 1970 with 55 participants, ranging from 18 to 55 years old. Of the fifty-five, 30 are on stipend and 15 financed their own tuition. The stipend students include those who meet poverty criteria; are referred by CEP, WIN, or the Texas Employment Commission; or are out of high school and are jointly chosen by the college and 4-C.

The program is popular. The college is so pleased with its success that it intends to continue the course even after the Federal money runs out.

Funding

As with all 4-C programs, funding is a problem for San Antonio. Local sources of funds proved unreliable -- it was rare to even secure a commitment, and then some promised funds never materialized. However, the DCCDCA field officer asked 4-C to pin down local sources of funds prior to receiving pilot money. This initiated a long, involved process of dealings with Model Cities and the State Welfare Department to secure local funds to match under Title IV-A.

From the start, the San Antonio 4-C agency was advised of the great possibilities available through Title IV-A funds to create additional program and to finance 4-C planning and operating costs. Indeed these blandishments served as a strong incentive to form a 4-C organization. But these funds ,too, proved elusive. When the 4-C board learned that a Model Cities proposal was being developed and that Model Cities money could be used as local matching for IV-A funds, the 4-C coordinator and board of directors, spurred on by the field officer, became involved in the proposal preparation. The EODC representative on the 4-C board helped the Model Cities' coordinator redraft the original day care component after it was learned that the original proposal could not be funded. In the redraft, a $5000 budget item for 4-C planning, representing $20,000 through matching IV-A funds, was included.

From then on, 4-C took a proprietary interest in Model Cities' negotiations at all levels. If 4-C could help plan for the Model Cities' component, it could move on to help plan WIN programs in San Antonio and gain the credibility to help plan the Head Start conversion. The day care component was passed back and forth like a hot potato between the city Council and the Citizens' Adivsory Board for Model Cities.

Interagency rivalries between SANYO, EODC, and the Model Cities board over sponsorship of the day care component held up the proposal. Often then the negotiations seemed to threaten the 4-C's $5,000 budget item. Although 4-C tried to mediate these disputes, it had little clout and was ineffective in speeding up negotiations. Despite these difficulties, the $5,000 remained in the proposal. But by the end of the pilot period, August 31, 1970, the Model Cities' proposal had not yet been approved and no Model Cities' funds had yet been received by 4-C.

To assist the 4-C agency in its funding difficulties, the State Department of Public Welfare agreed to a month-by-month contract with 4-C to provide matching IV-A funds against the local funds contributed to 4-C by AACOG. Four-C had been drawing on these funds to support its activities, hoping that Model Cities would come through.

Finally, the San Antonio 4-C agency received its $9000 in pilot funds. The first installment was transmitted in December 1969, after the DCCDCA field officer was satisfied that his "requirements" regarding establishment of a permanent 4-C structure, preparation of a budget, and securing of some local funds were met. The second installment was made the following February. In August of 1970, an additional $1778 in surplus pilot funds was paid to the San Antonio 4-C agency by the DCCDCA. On November 15, 1970, the 4-C agency was advised that it would receive the second round of pilot financial assistance from OCD in the amount of $9500.

Budgets

Two budgets were prepared by 4-C and approved by the board of directors. An operating budget carried an estimate of $17,500 for a minimum staff of one person and office equipment, minimum travel and conference expenses, postage, and publicity costs. Income to cover these expenses was to come from DCCDCA, responsibile for providing $9,000 in pilot funds; the Community Welfare Council, which paid the $3,500 for staff salary from a foundation grant; and the Alamo Area Council of Government's pledge of $5,000.

Another proposed budget of $51,600 was also prepared and approved, based on the costs of staff, travel time, consultant services, administrative expenses, equipment, and supplies needed to accomplish the Council's work plan. Projected income was: $9,000 DCCDCA pilot funds; carry-over funds from the summer Head Start program, which 4-C expected to receive from the CAP; and Title IV-A funds matching the $5,000 pledged by AACOG and another $5,000 it expected to receive for planning purposes from the Model Cities agency when its proposal was funded.

The CAP and 4-C

Relations between the CAP (EODC) and 4-C were always rocky. From the beginning, EODC's executive director viewed 4-C with distrust. He vacillated between considering 4-C too unimportant to be involved with, to viewing it as a potential source of large amounts of new money for child care in the San Antonio area and therefore something to be involved with and control so as to prevent its becoming a competitor. In contrast to this view however, the EODC representative assigned to the 4-C board considered 4-C concept to be important to the improvement of child care services in San Antonio. She even suggested that 4-C should administer the Head Start program, in line with suggestions from OEO that CAA's should delegate social services to existing agencies, rather than administering the program themselves.

Probably because the 4-C body was never able to win over the executive director and also because of agency rivalries between EODC and other more radical organizations,(like the San Antonio Youth Organization which saw 4-C as a tool to keep some power away from EODC), it was never possible to secure any financial support from EODC. The new permanent chairman of the 4-C board of directors wrote to EODC reminding them of their verbal pledge of $5,000. EODC's executive director never sought approval for this from his Board and no acknowledgement of the request was ever received by 4-C. Once, at an EODC board meeting, a Board member broached the topic, but discussion was cut short when a controversy arose over the desire of the SANYO forces on the EODC Board to have the executive director fired.

With the possibility of securing the $5,000 becoming more remote, the EODC representative on the 4-C Board suggested that it might be possible to use $2,600 in carry-over funds from the summer Head Start program for 4-C. However, no one on the 4-C Board was able to persuade the EODC executive director to submit a formal request to the OEO regional office in Austin asking that this action be taken. The hoped-for $2,600 never was granted to 4-C.

Relationship to UGF

Because of a UGF ruling that UGF funds can only be donated to other UGF agencies, the San Antonio 4-C became a UGF agency during 1970. Despite this change in status, 4-C remains essentially the same as far as operations or organization were involved. The 4-C program still operates in a completely independent fashion, maintaining good relations with UGF.

At the present time, 4-C is developing a UGF-sponsored proposal which, if matched with IV-A funds, would provide between $75,000 and $100,000 for expansion of child care services, with 4-C as the planning body.

Parent Participation

In conformance with 4-C guidelines, San Antonio 4-C's board of directors was to include one-third parents. Parents had been recruited for membership in the general body and on the Executive Committee, but like many 4-C agencies, this group found it difficult to keep parents interested and active in the project. Too little imagination was exercised initially in recruiting parents or utilizing them.

Periodically, the 4-C concept was reviewed with parents and most meetings were held at night to accomodate working parents. Special membership commitment forms were designed for parents who were often included in meetings with Federal and regional governmental officials, both in and out of town.

A Head Start parent, Mrs. Maria Cruz, was elected vice-chairman of the permanent 4-C board of directors and became an active spokeswoman on behalf of 4-C. At a national Head Start Conference in Houston, Mrs. Cruz took the floor to defend both Head Start and 4-C against attacks that neither program was legitimately concerned with aiding the poor and minority groups.

Dissatisfication Expressed

The San Antonio 4-C board of directors sent a strong letter of protest to both the Secretary of HEW and the Director of 4-C for OCD in June 1970, complaining about lack of support, both financially and in terms of field technical assistance, from the Federal government. Pointing out the difficulties involved in coordination, the Board stated that the program's financial condition was woeful and strongly urged the Federal government to live up to its commitment to coordination of children's services by providing funding at the level needed to assure that 4-C could become an effective body in the community.

5. Recommendations

The following recommendations were made by the DCCDCA field officer closely involved with San Antonio's 4-C program since May 1969:

- A relatively permanent source of funds is needed to cover office expenses and finance county-wide operations.

- Four-C needs to attract additional operating funds from the community, either to finance direct services not now provided or to expand training opportunities. The longer 4-C exists without operating funds it can allocate, the more likely it is that it will lose its ability to speak for the community concerning the needs of all children. For example, both the Concentrated Employment and mental retardation programs know that their group child care arrangements could be improved. Originally they looked to 4-C for ideas and assistance. Now, increasingly, they ignore 4-C, as it is not responsive to their needs.

- As soon as resources permit, 4-C should hire an executive director to assist the 4-C coordinator -- someone skilled in social planning and experienced in community development to fill San Antonio's pressing need for social planning to assure greater quantity, quality, and variety of children's services.

- The 4-C staff should become more involved in the day-to-day details of the county's programs, to spread good ideas from program to program and stimulate joint activities.

- This pilot needs to evaluate the success of the coordinative agreements prepared for its application for recognition and determine whether it would be helpful to develop further written agreements.

- The Welfare Department and Head Start still see little reason for cooperating with 4-C despite their major responsibilities to it and to the Model Cities day care program. Since 4-C is to serve a coordinative function for the Model Cities day care program, if it ever gets funded, the staff should deliberately seek ways to stimulate cooperation between all involved agencies.

- The policy board of this pilot should discuss in detail those contributions which could be expected of all board members, particularly parents, with a view to stimulating greater involvement by all members.

A Pilot History

SEATTLE-KING COUNTY CHILD CARE COORDINATING COMMITTEE

Seattle, Washington

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SEATTLE-KING COUNTY CHILD CARE COORDINATING COMMITTEE

Seattle, Washington

1. STATUS AND EVALUATION

Seattle is among the most successful of the 4-C pilots and boasts a long list of achievements. The gradual and professional approached utilized in development of this pilot resulted in the creation of a sound organizational framework for coordination of child care services in the King County area.

Preliminary planning for the Seattle 4-C effort was undertaken by the Seattle Day Nursery Association. This group helped to form a steering committee representative of the community and qualified to develop the community's work plan.

Before its designation as a pilot in August 1969, the Seattle 4-C group had already cooperated with Seattle Community College in the creation of a day care training program to be funded by a short-term training program.

Four-C's eventual good standing in Seattle was due in large part to an early awareness by the committee of the necessity for including all sectors of the community in their activities. The need for a solid image of its own led the committee to complete its own organization and publicize its intentions before attempting to achieve the support of the community.

United Good Neighbors (UGN) performed a vital role in the development of 4-C in Seattle. Upon the hiring of a coordinator on January 1, 1970, UGN donated office space, telephone and secretarial services to the 4-C people. An extensive survey of day care needs in King County was conducted by UGN and the results furnished to 4-C. Were it not for the serious economic recession afflicting Seattle (largely as a result of massive layoffs by Boeing), UGN would doubtless have been a source of funds also.

Following the employment of a full-time coordinator, the Seattle 4-C group undertook numerous projects:

- A subcommittee developed program models for centers working toward meeting Federal Interagency Day Care Standards, and mechanisms were studies for joint purchasing and sharing of information.

- A proposal was submitted to the National Alliance of Businessmen (NAB) at the request of the Concentrated Employment Program (CEP) to support the day care needs of NAB trainees.

- The Department of Agriculture approached 4-C with regard to serving as a distribution agency for donable foods. Four-C accepted this responsibility.

- The Seattle 4-C group ultimately served in an advisory capacity to Seattle Community College in two successful training grant applications.

- A list of substitute teachers and other day care staff was compiled for 4-C for use by all centers in the area.

2. BACKGROUND

When the Day Care and Child Development Council of America conducted an area briefing on 4-C in June 1968 in Seattle, the participants' first reservation was that it might be difficult to get both the city and the State to participate. They were apprehensive that less than full cooperation by both might be detrimental to either effort.

Present at the briefing were representatives of State and local welfare offices, the State Office of Economic Opportunity, and the State Employment Security Office, and the Seattle Day Nursery Association.

All were receptive but dubious about the successful establishment of a viable planning committee with adequate representation from all the groups required by 4-C guidelines.

There existed in Washington at the time of the briefing a statewide-day care advisory committee, made up exclusively of professional and middle-class people. There also existed an AFDC Mothers Advisory Committee. An attempt to join the two groups into a 4-C committee held potential problems since the Day Care Advisory Committee had only 15 members while the AFDC Mothers Committee was much larger. Also a wholesale grafting of this Mothers' group onto the Advisory Committee might not be considered entirely democratic according to Federal guidelines.

On July 22, 1968, the Seattle-King County Economic Opportunity Board, a Community Action Program (CAP) agency, notified the Regional Office of Economic Opportunity that it intended to "apply for a 4-C Program." This letter observed that a certain amount of coordination was already being done by Head Start, especially in the area of joint training.

A jointly-sponsored day care program for 6 to 12 year olds held during the summer of 1968 also reflected coordinative effort. This program, primarily a volunteer effort combining the resources of the District Department of Public Assistance, United Good Neighbors, Seattle-King County CAA, Catholic Archdiocese, Seattle Day Nursery Association, State Licensing Officials, and others, served to provide a group of concerned agencies with the experience of working together to meet a need. Both Model Cities and the Concentrated Employment Program (CEP) were anticipating an increasing need for day care facilities.

The quick response and indication of interest evidenced by Seattle's application to become a 4-C program was encouraging, although no Federal regional mechanism had yet been established at that date to cope with such requests.

Not until March 24, 1969, did the Region IX FRC contact the Seattle CAA with regard to the latter's interest in 4-C. The FRC forwarded the recently established guidelines to Seattle and asked for information on their stage of development. This letter from the FRC made it appear that Seattle needed only to exert negligible effort to become eligible for technical assistance, funds for planning and short-term training grants.

3. DEVELOPMENT OF 4-C PROGRAM

The initial organizing function for 4-C was assumed by the Seattle Day Nursery Association. On April 4, 1969, the executive director of the association sent an urgent notice inviting all interested to attend a preliminary planning session on April 10. The assembled group, representing public and private agencies, interested citizens, and parents of children receiving or needing child care services, agreed to form a 4-C Steering Committee and a temporary chairman was elected. Four-C developments in other Washington communities were discussed, and it was clarified that Seattle's designation would not be automatically forthcoming.

By mid-May, the Steering Committee realized that in order to conduct business it would be necessary to form a small policy committee from the large, unwieldy group which 4-C was attracting to meetings. The group itself drew up a suggested board and contacted the DCCDCA for assistance in determining whether the structure was in fact satisfactory for a working board. The Council suggested that the policy committee be kept small in order that others might be added at a later date.

During the meeting in which the policy committee members were elected, the Seattle 4-C group decided to make further provision for the policy committee to elect an executive board should that be necessary. The group agreed to keep all interested agencies and persons aware of 4-C developments through the mailing list and to keep policy committee meetings open to anyone desiring to attend. Those agencies not present for the election who were felt to be desirable members of the policy committee were contacted following this meeting and asked to name a representative to serve on the committee.

Also during the May meeting, the committee considered the problem of unlicensed day care centers and homes and how to stimulate interest in quality day care. A training subcommittee was formed to develop plans for a variety of training programs for implementation should funds become available.

Developing a Plan

On June 23, 1969, the newly-elected Policy Steering Committee met to develop a work plan. The committee learned that a needs and resources survey would be conducted by the Council of Planning Affiliates of United Good Neighbors when a staff person became available, probably sometime during the summer. The group agreed that it was more important at that stage to develop an information gathering mechanism than to have the statistics themselves. The 4-C Committee decided that community education about day care was a valid long-range goal of the committee. The cost of developing 4-C was also discussed.

Since no funds were available specifically for 4-C administrative costs, the committee decided to approach various public agencies for donated staff time.

Also at this June meeting a committee was appointed to draw up by-laws for the organization in preparation for incorporation. The by-laws and articles of incorporation of the Tacoma 4-C group were reviewed, but were discarded as a model for Seattle. The committee agreed to create a set of by-laws tailored to Seattle realities.

In July, subcommittees were formed to study coordination in program, administration and staff development.

In August, the training committee reported on its activities in support of the day care training program to be conducted by Seattle Community College with a short-term training grant. This program was projected to run from September through December 1969, providing 40 hours of training to 40 day care operators.

The planned weekly classes on Saturday had met with some resistance from the operators who felt that it would be difficult to set aside four hours on the same day every week. It was decided to find out whether the grant funds could be used in 1970, thus allowing them to schedule classes every two weeks. (This was subsequently effected.) Committee members volunteered to ask each operator whether he wanted one of his staff personnel to be represented at the training session.

The committee also reported on the availability of Education Professions Development Act funds for training. It was decided that the training committee chairman would write a proposal for such a grant.

At its August 1 meeting, the Seattle 4-C Committee learned that the FRC had set a deadline of August 8, for receipt of applications for designation as 4-C pilots. An emergency task force was appointed to write the application. On August 7, the application was in the mail and on August 11, Seattle was designated a 4-C pilot community.

Lack of Cooperation

On August 22, 1969, the 4-C committee held a regular meeting at which discussion revolved around the problem which arose when certain agencies having to do with children's programs did not offer to coordinate their planning process with various other agencies which could be of assistance. Specifically, neither the public schools nor the Labor Department were taking any part in the 4-C effort. The Department of Public Instruction under an Urban Racial Development Program was developing day care plans without reference to any other group.

As a result of this fragmentation of effort, the 4-C group decided that its first priority should be to complete its own organization so that it might become a force in the community. The group also sensed that a state-wide 4-C committee which could establish a precedent for review of all child care proposals, would make real community planning a possibility.

The committee also felt that its membership needed to be broadened to include more parent representatives. The need for publicity was mentioned in order that 4-C be able to project a positive image.

During a regular meeting of the 4-C committee on September 8, the group approved its articles of incorporation. At this meeting, the planning director of United Good Neighbors described the functions and staffing patterns of the Planning Division of United Good Neighbors and offered office space for 4-C within his division. (The group later accepted the offer.) Although the Seattle CAA made a similar offer, the committee decided to avoid identification with an agency which administered day care programs. Another reason for declining the offer was to allow 4-C to focus on the total community rather than that part served by poverty programs alone.

Finding a Co-ordinator

The personnel subcommittee drew up and submitted a job description for a 4-C coordinator. A committee of seven was appointed to set up criteria for hiring, to screen and interview prospective staff and to recommend applicants to the committee.

During November, pending employment of a staff coordinator, arrangements were made to occupy space at United Good Neighbors effective January 1, 1970. The UGN Planning Division would contribute only housing and some secretarial and switchboard services. The 4-C committee would employ and supervise the coordinator. Articles of incorporation for the 4-C committee (to be known as the King County Child Care Coordinating Committee) were sent to the Secretary of State for filing and approval. The contract with the DCC-DCA was subjected to scrutiny and some changes. A budget, a detailed work plan and a full description of duties of the coordinator were prepared for submission with the contract.

Much time during November and December was absorbed in the search for a 4-C coordinator. Finally on December 15, the committee hired an applicant, a Seattle area resident with training from the University of Washington, and 11 years in early childhood education. She also had training in radio and television and had done children's programs for television. Effective January 1, 1970, she assumed her duties as 4-C coordinator.

On December 23, 1969, the contract with the DCCDCA was finalized, providing the Seattle 4-C committee with $5,000 in planning funds.

In mid-January, an advantage of developing a new project in a university community became apparent when the University of Washington assigned a social work intern in community organization to work with the new coordinator and to compile an inventory of existing child care facilities in the country.

During February and March, the subcommittee on coordination of administration began to develop program models which would be available to groups working toward meeting Federal Interagency Day Care Standards. The subcommittee also recommended working out mechanisms for buying food and sharing nutritional information, for determining joint transportation needs, for compiling a directory of equipment and staff that could be available on loan, and for compiling a central registry for substitute staff. The DCCDCA field officer provided materials and guidance in connection with these areas. The by-laws committee completed its work by mid-March and mailed sets of the by-laws to all members for consideration prior to the next committee meeting.

During April, the finance committee sponsored a luncheon for business and civic leaders as a "kick off" for a financial drive. Because it was attended by only 12 people, it was of limited value.

On April 17, the 4-C nominating committee invited all organizations and individuals who had been represented at previous 4-C meetings or who might be an asset to 4-C to nominate someone to the first board of directors. The initial board was to have 21 members.

Community Enthusiasm

In May 1970, several new developments occurred which testified to the stature which the Seattle 4-C Committee had already acquired in the community.

First, a representative of the Concentrated Employment Program (CEP) appeared at a regular meeting of the committee to explain that the National Alliance of Businessmen (NAB) wished to contract out the day care portion of the supportive services which they were required to provide. On his recommendation, the 4-C group voted to submit a proposal for this purpose.

A representative of the Department of Agriculture also approached the committee to recommend that 4-C serve as the umbrella agency for distribution of the Department's donable foods to non-profit centers. The group agreed that the donable food program would provide 4-C with experience in resolving logistical and administrative problems that might be encountered in any future joint purchasing program.

Another indication of community acceptance (and of the need for such a mechanism as 4-C) was an inquiry by the head of the Seattle CAMPS with regard to the possibility of the 4-C group's working out a child care referral system for CAMPS people.

Seattle was also selected as the site for another OEO income maintenance experiment to be initiated in October 1970. OEO has approached the Seattle 4-C Committee to consider whether it might be in a position to administer the day care component of this experiment, a four-million dollar program designed to reach some 3,000 children.

All of the above developments caused the 4-C Committee to feel that it might be acquiring a much larger role in the community. A first proposal in connection with the NAB Child Care Project was submitted to CEP for approval. The proposal was rejected on the grounds that it focused too strongly on the need for quality in child care. CEP noted that NAB was interested only in removing child care as a cause of absenteeism on the part of their trainees and recommended that the proposal be rewritten in more business-like language.

Since the $43,000 involved in this day care component was insufficient to provide new services to the estimated 250 children for any significant length of time, the 4-C Committee proposed to undertake a referral/placement service role and to establish a team of child care consultants who would work with all centers providing care to the children of the NAB trainees.

The composition of this proposal led to an improved working relationship between the 4-C and the local welfare people. This derived in part from the fact that many of NAB trainees' children would be from two-parent families which are generally excluded from welfare services in the State of Washington. In the course of working out a proposal to meet this contingency, 4-C received assurances from the Welfare Department that waivers would be made in this particular case. Welfare also cooperated in the composition of the proposal itself.

On June 1, 1970, the Seattle-King County 4-C Committee, at its first annual meeting, elected new officers for the second year of operation. A review of the previous year's activities and accomplishments led to a decision to apply for recognition. Much of the necessary paper work in connection with the application had already been completed by that date, and an effort was made to carry out the remaining requirements. On June 26, 1970, the Seattle 4-C Committee submitted its application for recognition to the Region IX FRC.

ACHIEVEMENTS AND DIFFICULTIES

Training

The Seattle 4-C Committee has served in an advisory capacity to the Seattle Community College in two successful applications for training grants. The first, a short-term training grant, was utilized in a training workshop for day care administrators. This workshop, which terminated in April 1970, resulted in the formation of a Day Care Operators Association of the 71 licensed centers in King County. Although the association was assisted in its organization and development by the 4-C coordinator, it has since become an independent group, run by the operators themselves.

The second grant, funded out of the Education Professions Development Act, will be used to provide training to home day care mothers beginning in October 1970. A third proposal for on-site training in day care centers is currently pending. In August the 4-C committee also held a one-week training program for day care center cooks.

Joint Purchasing

The Seattle 4-C Committee has begun to coordinate the Department of Agriculture's donable foods program which supplies surplus foods to non-profit centers. On behalf of those private centers which cannot participate in the program, plans are currently underway for bulk purchasing from a local food vendor at substantial savings to the centers.

Information Collection

An extensive survey of the day care needs throughout King County conducted by the Council of Planning Affiliates of the United Good Neighbors was completed September 1, 1970. The format of this in-depth survey was adopted by a Washington Legislative Commission for use in a State survey.

Staff Coordination

A list of substitute teachers compiled by the 4-C committee will be made available to all centers in the area to alleviate staff shortages due to illness and other emergencies. Currently, the committee is also compiling and providing job descriptions and job applicant information to agencies, organizations and centers throughout King County. This service has been available since June 1, 1970.

Funding

Although the Seattle 4-C effort has not developed as quickly or extensively as might have been possible with a firmer financial base, the group now receives minimal funding support through donations from public and private day care centers amounting to $5 to $25 a month.

General

Because of the gradual and thorough manner in which the Seattle 4-C pilot effort was carried out, much has been accomplished and there is wide support for the program. Those responsible for the bulk of the work, however, feel that lack of support or assistance from the FRC made their jobs unnecessarily difficult.

A Pilot History

DAY CARE COUNCIL OF WESTCHESTER, INC.

White Plains, New York

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DAY CARE COUNCIL OF WESTCHESTER, INC.

White Plains, New York

1. SUMMARY AND EVALUATION

The measure of success achieved by the Westchester County 4-C pilot results from its being lodged in a broad-based community organization that was already engaged in coordinating day care activities at the county level, the Westchester Day Care Council. Because the Council was organized with objectives similar to those of 4-C, the newly-designated pilot was able to launch significant planning and activities from a viable base almost immediately.

The Westchester 4-C effort enjoys local support and good relationships with its FRC. Through its kinship with the Day Care Council its shows promise of achieving the 4-C goals in their entirety.

However, the close affiliation with the Day Care Council has limited the pilot in terms of autonomous development. Under the present agreement, which spells out the relationship between them, 4-C in Westchester is clearly the stepchild of the Day Care Council, with little opportunity for becoming an independent entity. The agreement does not clearly delineate staff relationships between 4-C and the Day Care Council. As a result, 4-C action often is subjected to clearance by other than its own policy committee.

Westchester County 4-C has also suffered from the social and economic unmanageability of the county itself. The bustling megalopolis of nearly 50 independent communities does not lend itself readily to county-wide coordination. As a result, jurisdictional disputes have arisen between the county 4-C and competing 4-C agencies in two of the cities within the county, one of which was in existence before the county pilot was designated. Conflicts between the local and county 4-C's were inevitable.

The pilot's relationships with the Day Care Council, and with other 4-C's within the county need to be furthe. delineated and specific procedures for dealing with each spelled out.

2. BACKGROUND

Westchester County, New York is one of the richest counties in the world. Some of the highest per-capita income areas exist within its boundaries. An extension of the megalopolis of New York City, Westchester has historically been an area of fashionable addresses, lush country clubs and sprawling estates for the affluent who wanted to escape city life.

But this picture is misleading, because such affluence typifies only a part of Westchester. Many county residents are marginal or poor. A blue-collar worker living in one of the metropolitan areas within Westchester County, such as Yonkers (the fifth largest city in New York), must face the problems of any city today -- inadequate housing, soaring crime rate, high taxes, and inadequate schools, to name a few.

The perpetuation of the "affluent Westchester" myth, which ignores the true character of the area, prevents many residents from admitting that the richest county in the world harbors ill-fed, ill-housed, struggling people. For instance, some residents were strunned when they learned that parts of Westchester had qualified for Model Cities' grant money.

Westchester's problems are aggravated because each community within its boundaries is almost totally residential, and its tax base lacked major industrial and commercial enterprises, yet it must try to deal with urban type problems. Each of the 47 communities and urban areas in Westchester is an island, with its own police force, fire protection, and school systems. This precludes most county-wide coordinative efforts that might balance resources within the county as a whole. The communities with the richest incomes collect the most taxes for services, while the poorer communities, which by and large need more services, collect less money in taxes.

Although day care services are only a small part of the problem, there is a desperate need for expanded child care in the county. In late 1968, six centers were being funded by OEO, seven non-profit licensed centers existed, and a number of other centers were operating without permits. The same year, the Commissioner of Social Services authorized the use of child welfare funds for 50 percent reimbursement of the costs of purchased group day care, with eligibility determined by the Department of Social Services. This action also provided the impetus for many other day care centers to apply for permits.

3. DEVELOPMENT OF 4-C PROGRAM

Local Council Develops

Initial activities in coordinated day care for Westchester County, New York, began in early 1968 when the presidents of the Westchester Council of Social Agencies and the Westchester Children's Association convened a steering committee to determine how day care needs could best be met. After working for several months, the steering committee agreed on a plan to establish an autonomous, membership corporation. In April 1968, the plan was approved unanimously by directors of the day care programs in Westchester County.

The Westchester Day Care Council was incorporated in July 1968, and held its first Board meeting in September. The Westchester Council of Social Agencies gave its full support and backing to the Day Care Council as the coordination and planning agency for day care in the county. Staff and secretarial services were provided by the Westchester Council of Social Agencies during the formative period of the Day Care Council, which opened offices in White Plains on November 1, 1968. Initial operating funds came from private sources such as foundations, Junior League, and individuals.

Anyone or any organization interested in the aims and purposes of the Day Care Council was eligible for membership. A partial listing of the original aims and functions of the Council are listed here, since they had a direct bearing on the same items when the 4-C effort came into being in Westchester County.

- To review current and pending Federal, State and local legislation affecting day care services; to provide information and resource material regarding such legislation to interested groups; and to determine how Westchester can utilize existing legislation to bring about the establishment of needed day care programs.

- To ascertain sources of funding both public and private, and to finance necessary day care services and/or capital construction of day care facilities.

- To establish uniform standards for all types of day care services, both group day care and foster family day care, derived from modern and recognized practices, and to prepare guidelines for determining which type of day care is best suited to meet the needs of the individual child.

- To encourage and assist day care centers and other related child care programs in securing adequat and appropriate social work, psychological, psychiatric, medical, dental, nutritional, education and other related services.

- To conduct surveys of the need for day care services, to analyze census and other demographic data relating to day care; to gather facts on service statistics, characteristics of those serviced, etc.

- To foster the development of demonstration or pilot projects in the field of day care services and to assist in obtaining funds for such programs.

- To explore the possibility of gaining the participation of business and industry in the operation of centers for children of their employees.

- To develop an inventory of all types of day care services, and to provide professional and lay communities with information regarding existing programs.

- To see that provision is made for training programs for teachers, neighborhood aides, parents, and others involved in day care services, and to help develop career training programs for such services.

- To establish effective relationships with Westchester's institutions of higher learning in their curricula of early childhood education.

- To determine priorities within the field of day care services, so that program emphasis can be modified and adapted to meet changing conditions.

Pre-Designation Activity

The 4-C concept was presented to the Westchester Day Care Council on several occasions by national 4-C leaders. In February 1969, the Community Coordinated Child Care program was outlined to Council members and other interested persons by Lawrence C. Feldman, executive director of the Day Care and Child Development Council of America, (DCCDCA), the national 4-C technical assistance contractor. A few months later, Jule Sugarman, one of the architects of the 4-C program, addressed attendees at the annual meeting of the Day Care Council on the same topic.

In June, more than 100 representatives of agencies and parent groups met with Preston Bruce, chairman of the national 4-C Standing Committee, and Mary Frances McNeil of OCD in New York City to learn how a 4-C committee might be developed. From this meeting came a concensus that 4-C should be organized in Westchester County. Some of the attendees formed a 4-C steering committee, which met a week later to plan to apply for 4-C pilot status, form an executive committee, draft a proposal, and designate the Westchester Day Care Council as the administrative agency for the steering committee to help develop the 4-C program. A 4-C steering committee comprised of six parents, six agency representatives, and six representatives from day care programs was elected at this meeting.

Three major documents were prepared and presented to the 4-C steering committee: the proposal for pilot status; a work outline for development of a 4-C program in Westchester County during the pilot year; and a 4-C agreement of the Westchester County 4-C steering committee.

The proposal cited the need for 4-C in Westchester County and listed some of the achievements of the Westchester Day Care Council and others in the preceding year that evidenced a desire to expand and coordinate existing resources. Briefly, these achievements were:

- Directors of day care centers formed a professional group to exchange information.
- The Westchester Children's Association turned the major emphasis of its program to providing social work and educational services to centers.
- The County Department of Social Services authorized the use of child welfare monies for group care and added additional staff for this program.
- The United Fund made day care a priority item and, in additional to allocations planned for the seven day care centers in the 1970 United Fund budget (including two centers that are newly admitted), the United Fund planned to reserve a special fund of $42,000 for added day care allocations.
- Catholic Charities expanded its continuing program of aid to day care throughout the county.
- The Westchester Community Opportunity Program added to its staff a full-time Head Start Coordinator to provide central training and consultant services to the six Head Start programs under its aegis.
- The County Health Department made plans with the Day Care Council for a county health services program.
- Parent groups formed in many centers that did not previously have them.

The proposal cited the need for a 4-C pilot program in Westchester County and set forth the characteristics of the county that would make information developed during the pilot year applicable in other parts of the county. The original proposal budgeted $28,250 for the pilot program, with $11,500 coming from Federal 4-C pilot funds. The latter figure was later reduced to $9,000; the larger amount had been budgeted because there was an erroneous assumption that Pennsylvania (the State pilot in the region) would not use its full $9,000.

The 4-C agreement of the steering committee proposed developing a plan to show the extent to which day care and preschool services were available to those in greatest need, the gaps in services that did exist, and the ways in which the deficits could be met. The 4-C steering committee agreed to develop agreements in the following areas: program coordination, joint administrative coordination, and staff development.

The steering committee adopted the guidelines after the 4-C agreement and assigned them to subcommittees. These included: executive committtee, committee on parent involvement, committee on structure and function, committee on planning for services, committee on program coordination, committee on administrative coordination, and committee on staff development.

Thirty-six agencies inthe county ratified the 4-C agreement. Several took exception to the requirement for majority parent participation, but agreed to ratify on the condition that their views be conveyed to the committee on structure and function with a request that a quorum plan, or the OEO-suggested one-third parent participation be further considered.

The outline of work for the pilot year was signed by more than 50 agencies that were represented at the steering committee meeting. Subsequently, the work outline was ratified and approved by the other agencies and organizations that joined 4-C. The outline assigned tasks for the various subcommittees.

Relationship to Day Care Council

In September 1969, the Westchester Day Care Council agreed to continue as the administrative agent for the 4-C pilot program. However, it became apparent that the close kinship that existed between the 4-C committee and its fostering organization, the Day Care Council, needed to be delineated. In an attempt to do this, the 4-C steering committee developed a memorandum of understanding between the two agencies. This document defining the formal relationship between the two groups was approved by the whole 4-C committee on January 20, 1970.

Pertinent sections of the memorandum are here quoted to illustrate the extent to which the 4-C group formally subordinated itself to the Westchester Day Care Council, an agreement that caused subsequent disputes concerning the autonomy of the group.

> " Purpose of the memorandum is to define the working relationship between the Day Care Council and 4-C as long as the Council is the administrative agent for 4-C. This relationship is in the interest of sound planning for child care services in Westchester County...
>
> The Day Care Council considers authority for policy on 4-C program matters to derive appropriately from the 4-C steering committee (or policy making body)...
>
> Many of the aims of the Day Care Council, ... are also aims of the 4-C. It is consistent with the Day Care Council's goals to help develop the 4-C program and work this 4-C structure...
>
> The Day Care Council will encourage, contract for and administer, where appropriate, the special coordinated programs that can be developed under the 4-C concept (e.g. such as staff training programs, coordinated health services, etc.). The Day Care Council will also receive, administer and disburse funds, where appropriate, received for these purposes...
>
> Implementation of 4-C policy decisions will be carried out by the Day Care Council staff. Each committee working on the 4-C program will be attended by a Day Care Council member. The chairman of each 4-C subcommittee will be responsible for planning in conjunction with staff of the Day Care Council and with the chairman of the 4-C steering committee. The work of both the 4-C program and the Day Care Council will be carried out by the same staff. Decisions concerning daily workload will be made by the Day Care Council's executive director with ultimate responsibility for program priorities to be in the hands of the Day Care Council Board to see that: (1) the policy decisions of the 4-C steering committee are carried out within appropriate time limits and that (2) the Day Care Council's work is not neglected...
>
> The executive director of the Day Care Council will have the overall administrative and supervisory responsibility for the 4-C program and will be responsible for the employment and termination of employment of all employees who will be working on 4-C. Professional personnel working exclusively on special 4-C projects should also have the approval of the executive committee of 4-C...

> The 4-C budget is only a portion of the Council's budget. Staff time will be allocated appropriately. Staff working with 4-C programs shall be subject to the personnel policies of the Day Care Council and will be on the Council's payroll...
>
> The Day Care Council agrees to serve as the fiscal agency for the receipt and disbursement of governmental monies and any in-kind or other cash funds credited to 4-C. Fiscal procedures shall be based on the requirements set forth by the particular branch of government making the money available. A separate account for 4-C funds will be maintained by the Day Care Council. This account will be audited annually by an independent certified public accountant. The cost of bonding and insurance of such officers and employees, including the executive director of the Day Care Council, if required, will be paid from 4-C pilot funds."

Funding

Contract negotiations with DCCDCA for transmittal of 4-C pilot funds to the Day Care Council of Westchester evolved into some misunderstandings. As a result, negotiations were carried on by legal counsel for both organizations over several months. In January 1970, the steering committee finally gave "general consent" to the terms of the contract for $9,000.

The Westchester Day Care Council received the check for $9,000 in pilot funds in mid-February. The final projected budget for the Westchester 4-C was $38,150, with in-kind contributions listed as $16,000, and the remainder in cash contributions from various sources.

With its pilot funds, the Westchester 4-C hired a coordinator. When she proved to be unsuitable, the 4-C then hired Mrs. Jewel Hines, who had been a 4-C volunteer, to begin work on a part-time basis in April.

Training Grants

Westchester qualified for two government grants for training child care personnel.

In February 1970, the committee learned that a proposal it had submitted for funds under the Education Professions Development Act (EPDA) early in the year had been accepted, pending certain revisions. The revisions were made by the staff development committee with the help of Westchester Community College, the sponsoring institution. The proposal was resubmitted and was approved in April. In July, the Westchester 4-C received the EPDA award for $32,874.

The 4-C committee later worked out with Westchester Community College criteria for eligibility for the training. The course entitled "Interpersonal Dynamics in Early Childhood Programs" would be given to 135 people in three areas of the county, Northern Westchester, Central Westchester, and Southern Westchester. A consultant from Syracuse University evaluated the proposed training program, and a second evaluation was planned for September, prior to the first sessions. Although about $20,000 was cut from the original budget, there were no changes in the number of participants, the number of sessions, or the amount of the stipend.

In addition, the 4-C committee developed and submitted in April a proposal for a short-term training grant from the Federal Regional Committee and the Children's Bureau. The proposal for a three-day institute for 75 to 100 administrative and supervisory personnel in early childhood programs was approved and funding was scheduled to begin July 1.

Community Involvement

The annual meeting of the Westchester Day Care Council in May boosted 4-C's image in Westchester County. Attendance was upwards of 300, including the county executive of Westchester, local U. S. Congressman, and 4-C day care parents. Concurrently, the Westchester Day Care Council held its annual business meeting and elected directors and officers.

Since then, 4-C has been involved in many county-wide projects. More than 300 agencies have responded to invitations to participate in 4-C throughout the county. During the summer, 4-C briefly suspended its own activities to help develop a "community profile" of Westchester County, an undertaking sponsored by the Westchester Council of Social Agencies. It was expected that information developed by the profile would be useful and applicable to 4-C pursuits.

Westchester 4-C also continued work on a three-month demonstration program with the Westchester Arts Council, entitled "Multi-Media Art Program for Day Care". This cooperative endeavor between the two councils involved establishing a demonstration program in which the many resources of the arts group in Westchester were brought to the day care centers. Another 4-C community participation effort was the establishment of a special task force to use the facilities of St. Agnes Hospital for handicapped pre-schoolers.

A coordinated community health plan developed by 4-C was approved by the Westchester Day Care Council. This involved the Council's coordinating anemia testing in all day care centers.

Also, the 4-C program coordination committee compiled a directory of day care services, achieving an 85 percent return on questionnaires sent out. This committee was assisted by a former day care center director with an advanced degree in early childhood studies.

Local 4-C Efforts

Although the Westchester 4-C experienced excellent cooperation from other social service agencies, it did not fare as well in its relationships with local 4-C's that had developed in Westchester. Two independent 4-C organizations, one in Greenburgh, which began before the county was designated a pilot, and the other in Yonkers, created jurisdictional problems for the county 4-C. Conflicts among these competing organizations arose because there existed no guidelines for relationships between 4-C organizations at two different political levels.

Recognition

When only one day remained under the contract with DCCDCA the Westchester 4-C called the FRC in New York to inquire about being granted full 4-C recognition. The FRC personnel informed Westchester that if they would write a letter requesting recognition and enclosing their adopted by-laws, it would be granted.

4. RECOMMENDATIONS

Many of the following recommendations are suggested in the body of this report, but are listed here for ease of reference.

- That the Westchester 4-C be continued, but with greater Federal attention to the problems of relationships to the Day Care Council and to other 4-C's.

- That the duties, responsibilities, and limits of authority of the 4-C coordinator be more specifically defined, and that the coordinator be engaged on a contract basis. This might alleviate the turnover in coordinators that Westchester has had to date.

- That the 4-C plan and program be re-examined on a regular basis and modified to reflect changing situations which affect 4-C operations.

- That the present memorandum of understanding between the Westchester Day Care Council and 4-C be examined for possible revision to insure that the 4-C organization enjoys the autonomy that is intended by the national program, or

- As an alternative to the above, that the 4-C organization be fully integrated into the Westchester Day Care Council and function as a part of that organization, if investigation shows that this course will achieve optimum achievement of the 4-C objectives. It may be that insistance upon autonomous 4-C organizations in situations such as this merely creates artificial animosities and barriers to effective working relationships.

- That if the second course mentioned above is followed, the Westchester Day Care Council consider broadening its membership and taking other actions to conform with published 4-C guidelines, and itself become the Westchester County 4-C.

A Pilot History

WICHITA/SEDGWICK COUNTY 4-C PILOT PROJECT

Wichita, Kansas

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WICHITA/SEDGWICK COUNTY 4-C PILOT PROJECT

Wichita, Kansas

1. STATUS AND EVALUATION

Perhaps the most important contribution of the Wichita 4-C is that it brought together warring factions within the community. The Kansas community of Sedgwick County, basically conservative and afraid of federal government programs, had been riddled with interagency conflict and chaos within its social service programs. Private agencies were suspicious of public agencies. Private day care operators feared government regulations and standards that they thought might be too expensive. In short, coordination and cooperation were alien concepts.

Achievements

The pilot's first project was a survey of community need for day care. Then despite its organizational problems, 4-C became a focal point for all area child care activities and an informational clearinghouse for early childhood programs.

The clearinghouse was perhaps a direct result of a highly successful 4-C conference sponsored by the pilot as a community education tool. Out of the conference and its emphasis on the need for preschool services also came broad-based support for 4-C.

The Wichita pilot, in addition, has laid the groundwork for the use of Title IV-A funds by working with the State Department of Welfare and finding private matching money sources.

Success Keyed to Coordinator

Four-C success in Wichita can be credited mainly to its coordinator and its policy committee. The energetic coordinator, Melva Smith, along with one other part-time staff member, is personally responsible for the clearinghouse as well as for 4-C's general success. The policy committee consists of high-level decision-makers from various organizations and the pilot's success is just as much attributable to these members' personal commitments.

2. BACKGROUND

Wichita, with a population of almost 400,000, is the largest metropolitan area in Kansas. Its political climate is conservative.

Aside from its fear of big government and consistent interorganizational conflicts which would be enough to discourage any program dependent on coalition planning, Wichita had several specific problems stand in the way of 4-C. A law suit was pending against the school district for integration problems. The Model Cities program was plagued by a power struggle which erupted in physical violence and blackmail. The Community Action Agency was being investigated and threatened with loss of funds for alleged OEO guideline infractions. And finally, as a result of a survey Wichita was found desperately in need of day care with only 10 percent of its need being met.

3. DEVELOPMENT OF 4-C PROGRAM

Early Activity

In 1968, 4-C was introduced to Wichita by WACAPI's Child Development Director Melva Smith, who later became the 4-C Coordinator. Although there was little resistance to the fact that the 4-C concept was good and needed, getting people committed and actively involved was difficult. In June, feeble beginnings were made with initial exploratory meetings called by WACAPI. Guidelines were distributed in August, 1968.

Steering Committee Set up

Almost a year later, in May, 1969, WACAPI's Early Childhood Development Director contacted the Kansas City FRC for additional information. The following month marks the real beginning of Wichita 4-C when WACAPI sent Mrs. Smith to the Community Planning Council to plan jointly sponsored, exploratory, county-wide meeting. Twenty-four agencies, groups, organizations, lay people and parents were invited to the June meeting. This meeting gave birth to a Sedgwick County 4-C program and the appointment of a Steering Committee.

The hasty appointment of a steering committee however proved to be a grave mistake which has haunted Wichita. Very little planning or thought went into the selection of the initial policy-making body, and as a result the committee wasted valuable time defending its makeup and in emphasing that it was only temporary.

Despite its "temporary" status, however, the initial Steering Committee remained intact from June, 1969 to August, 1970 -- proof that ad hoc committees are more durable than they are intended to be.

Steering Committee Revamps Structure

Initially, the ad hoc committee consisted of only twelve people. Federal and regional officials have since advised that this committee should be expanded to a permanent structure of 27 people.

The ad hoc committee then held a series of meetings to revamp the by-laws, and to work up membership categories for the permanent committee according to 4-C guidelines.

From March through May, 1970, the Committee sent letters to 123 persons, inviting recommendations for membership on the 4-C Committee. These invitations, requesting that the representative be the highest organizational official or staff person, or elected representative, went to agencies, groups, organizations, private and public day care operators, and parent groups. These letters were followed up by phone calls and meetings with the 4-C Coordinator. Invitations were finally mailed in June to thirty-one organizations to become members of the permanent Steering Committee.

High Parent Involvement

The composition of the permanent 4-C Committee is broad-based, reflects 4-C guidelines, and has good parent participation. Because they have no agency loyalties and, hence, no programmatic axes to grind, parents and laymen have played a valuable role on the Wichita 4-C Committee. They approach the provision of services with a broader perspective than agencies who have private bailiwicks to protect. Laymen tend to discourage interagency conflict simply because of their lack of tolerance for it, an advantage which is in addition to the obvious one of having parents contributing to the planning of new services.

Finally, parent involvement helps the parents to understand the complexities of early childhood programs and their importance to the social, intellectual and physical growth of preschoolers.

4-C Conference

Community education to the concept of 4-C is often a thorny problem for any 4-C effort. As in many other programs, Wichita sponsored a community-wide conference in December 1969 to discuss 4-C, alleviate community fears, and to make 4-C information widely available.

Aside from its educational aspect, the conference helped broaden 4-C participation. Because many agencies contributed staff time and materials to the effort, the conference resulted in constructive agency participation at the local level. Parent involvement also increased as a result of the conference. Parent volunteers helped publicize the conference in addition to participating in the program and workshops.

The conference also drew 4-C support from the national and state levels. Preston Bruce, 4-C Project Director, Office of Child Development in Washington, was key-note speaker. The conference also gave state level participants an idea of the importance of 4-C to the local communities because soon after the conference, these same participants began to model a 4-C committee at the state level.

Perhaps the greatest indication of the conference's success however was the community support which it mustered for 4-C. Shortly after the conference, the city government issued a proclamation officially establishing 4-C in Wichita. Many area politicians and other public officials publicly identified themselves with 4-C.

The only negative note on the conference was that it required too much of the 4-C coordinator's time. The sponsorship of such an event requires attendance to a myriad of details including the arrangement of transportation for parents and settling up of child care services. Many committee members felt that the coordinator's time could have been better spent pursuing other 4-C goals.

4-C Coordinator

Mrs. Melva Smith, then an employee of WACAPI, brought 4-C to life in Wichita, by initiating the first meeting in 1968. Shortly after the pilot was designated, WACAPI donated her services to 4-C.

Mrs. Smith, an early childhood specialist with a master's degree from the University of Arkansas, quickly became the major resource person and problem-solver for day care services, potential funding, and community needs. She also spent considerable time helping the Committee to become organized.

Although she lacked experience in community organization, Mrs. Smith received strong back-up support from Carol Weaverly, a social worker with the Community Planning Council. Thirty percent of Miss Weaverly's time was given to the 4-C effort.

During the summer of 1970, however, additional personal responsibilities prevented Mrs. Smith from continuing as a full-time coordinator. In September she became a part-time teacher consultant for the Wichita project. The pilot is currently seeking a 4-C coordinator.

Information Clearinghouse

The Wichita 4-C spent most of its energies on becoming an information clearinghouse and in providing technical assistance. Four-C people assisted potential day care operators in deciding such things as what type of facility was needed, what type of personnel should be hired, and how much money would carry the first year's operation. The 4-C coordinator, acted as a referral center for parents seeking pre-school programs, and for day care professionals looking for employment.

The pilot also helped Wichita State University plan a training program for pre-school workers and teacher's aides. Melva Smith and Carol Weaverly helped to direct one or two of the program's workshops.

In essence, the Wichita 4-C became an integral part of any activity dealing with preschool education and day care, and more importantly, is included in any decision-making for new preschool programs. As well as supplying information to churches and industry on setting up day care programs and locating funds to subsidize children in need, 4-C has helped get surplus food.

Survey Points to Overwhelming Need

The 4-C Committee supplied the community with its first comprehensive picture of day care needs. Previously, these needs were known on a fragmented and sectional basis. The committee gathered data on the total number of women of child bearing age, their economic status categories, whether or not they were employed, and the number of children being serviced through present facilities. The survey revealed that only 1/10 of Wichita's day care needs were being covered--there were about 700 licensed slots for the 7,000 children needing day care.

The 4-C created a map pointing out the location of Wichita's day care centers. This map revealed that several centers existed in middle-class areas where parents could afford the service while few centers existed in poor areas with a concentration of working mothers desperately needing day care for their children.

Pilot Begins with $24,000 Budget

To begin, the Wichita pilot received $8,000 from the Day Care and Child Development Council. In addition, the community action agency (WACAPI) lent Melva Smith as 4-C coordinator, while continuing to pay her salary of $12,000. In-kind services such as secretaries and supplies from the United Givers Fund offered another $3,000. With a final $1,000 in miscellaneous services, the budget approached $24,000 for the first year.

When it applied for 4-C pilot status, Wichita believed that it could contract for $10,000 for its operation from the Model Cities program. However ineragency conflict, and a narrow perspective on the part of local Model Cities officials prevented this cash grant from coming through.

The $8,000 from the DCCDCA was initially scheduled to pay salaries of two staff members--a social work consultant and a teacher consultant. Neither of these were hired however, and the money was spent to cover the 4-C coordinator's travel costs and to create a central equipment depository. The depository loans specialized equipment, such as sound projectors and creative toys, to groups who otherwise could not afford them. This central depository was not set up until late in the pilot's development because of lack of initial support.

Title IV-A Funds

The only other source of money for expanding pre-school services and maintaining a 4-C planning operation in Kansas is Title IV-A. As in most states, the State Department of Welfare is conservative, and has shied away from innovative use of Title IV-A funds.

Although the Wichita 4-C has not yet made specific application for IV-A funds, much time has been spent in laying the groundwork for IV-A transaction at the state level. The necessary 25 percent private matching money has been found primarily in the United Givers Fund and the Model Cities supplemental funds. Wichita expects to fund its first child care services under Title IV-A in January, 1971.

To prod the state to expand its welfare plan for children's services, the 4-C Committee is planning to hire a funding expert to help the Welfare Department revise its plan to include services to past, present and potential AFDC recipients, and to straighten out its filing system on preschool programs. This person is considered more valuable to the program than the teacher or social services consultant the pilot originally planned to use.

When the IV-A funding mechanism is in place, other private money in the Wichita area will become available as matching money. Child care services will quadruple when money which is now funding direct services, such as $50,000 from the Community Planning Council, can be matched with IV-A funds. The expanded state plan will provide that the Welfare Department can purchase community planning services from 4-C, which will help support 4-C staff.

NATIONAL PILOTS

A Pilot History

COMMUNITY COORDINATED CHILD CARE ASSOCIATION

Tupelo, Mississippi

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COMMUNITY COORDINATED CHILD CARE ASSOCIATION

Tupelo, Mississippi

1. STATUS AND EVALUATION

With a little more than the usual difficulties in getting started, the national rural pilot of Tupelo, Mississippi is now underway and seems headed toward a solid future, although the program is too new for any definite conclusions to be reached.

Initially by-passed as a regional pilot, the small farm hill community of Tupelo was later selected by the 4-C Standing Committee in Washington to demonstrate the feasibility of applying the concept of Community Coordinated Child Care to rural, multi-county areas. Its success or failure has considerable implications for the future of 4-C programs outside of metropolitan areas.

Sponsored by the local CAA, Lift, Inc., the Tupelo 4-C effort has heavily depended upon this organization for its existence, which also provided extensive in-kind assistance. Although some CAA administrators viewed 4-C as just another CAA function and attempted to absorb the $9,000 pilot grant into its general budget, the CAA director endorsed and championed the 4-C program, advocated its independence, and spared it from being swallowed whole. There is no State-wide 4-C effort in Mississippi to lend support to Tupelo.

As a result of this struggle for autonomy, 4-C in Tupelo has moved slowly and carefully. Not enough time has elapsed for the coordinative effort to make more than a promising beginning. A permanent steering committee that includes representatives of agencies, industry, education, Head Start, and parent interests has been established. Permanent officers have been elected and independent quarters obtained. A training grant was obtained through the University of Mississippi. Despite some allegations concerning racial prejudice, a full-time coordinator and a secretary have been hired and operate smoothly with the 4-C committee.

This rural program is making a serious effort to deal with child care needs throughout its area. A "county core group" is to be organized in each of the three counties (Lee, Monroe, and Pontotoc) that share the Tupelo 4-C program. It is hoped that these committees will provide data relating to child care resources and needs in their farm communities. In one county, a survey of such needs has begun with the assistance of a local resident and an intern from the University of Mississippi.

Obviously, this 4-C effort is heavily dependent on the influence of one individual, the CAA chairman, and his support may not be enough if the CAA's funds continue to be cut back. Should the Tupelo pilot lose its present niche in the CAA structure, major changes may be required to maintain the 4-C program. The program has no definite prospects for funds beyond the pilot year.

2. BACKGROUND

The small rural town of Tupelo is located in a rich agricultural section of Mississippi. Tupelo serves as the trade center for a seven-county area characterized by relatively small farm units. The population is about 20,000 with a large Black minority and minor industry provides most employment. Poverty production is an increasingly important business, with more than $6,000,000 worth of poverty products processed annually. The mayor-aldermanic form of city government is used in Tupelo.

A day care program called the Human Development Project, enrolls some 30 children under the age of six in the Palmetto section of Tupelo. Lift, Inc., the local CAA, with the cooperation of the Department of Welfare, trains child care volunteers and staff at the Palmetto center. The cost of additional services in the Head Start Program is borne by local businesses, churches, and individuals, with neighborhood parents providing volunteer services. There are plans to open similar centers (Head Start or other day care centers) throughout the Tri-County area.

Also a Planned Variations Program is operated by Head Start. Selected as one of sixteen communities for this program, Tupelo uses the Engelmann-Becker model with outstanding results. Because of its involvement, Tupelo is also part of the National Study on Planned Variations being conducted by Standford Research Institute. The study compares planned variations with traditional early childhood education concepts.

Most private day care in the Tupelo area is inadequate with respect to health and safety standards and educational curriculum. The county health departments provide immunization and other health precautions to Head Start Centers, while the welfare departments offer child welfare consultation through their day care review sections. However, with no mandatory licensing requirements for day care centers in the State of Mississippi, very few of the private operators avail themselves of the services of the welfare department, and even fewer become licensed centers. Private day care centers in the area are usually located in Tupelo or one of the other small municipalities, with their clients and potential clients well scattered in the rural areas around them.

3. DEVELOPMENT OF 4-C PROGRAM

Tupelo's interest in 4-C was aroused in May 1968, when the executive director of Lift, Inc., the local community action agency learned of it at a Federally sponsored Regional Conference on Services to Families and Children. That fall, the Lift board of directors asked Region IV to be named a 4-C pilot covering the Lee-Monroe-Pontotac Tri-County area. This first request was unsuccessful because the region had already selected its two community pilots, Atlanta and Miami, and because the State of Mississippi had failed to establish a State 4-C Committee.

Nearly a year later, Lift learned that the National 4-C Standing Committee was to establish a rural pilot program. Lift's executive director, Jack McDaniel, called a meeting of interested persons and agencies in the Tri-County area on January 12, 1970. Some 36 representatives of industry, education, welfare, and parents attended. An *ad hoc* steering committee was formed, with Mr. McDaniel as chairman, and it was agreed that an established agency should be asked to accept responsibility for the projected program.

A six-member working committee drafted a request for 4-C pilot status and submitted it to the steering committee, which approved it. The proposal cited examples of coordination and staff development in the area of child care and development already operating in the Tupelo area. These included certain health department and welfare department services, the Palmetto day care project, and a Head Start planned variation program with training component.

This proposal was successful and a community-wide meeting was held April 9, to hear the announcement that Tupelo had been selected to receive a $9,000 planning grant to operate a rural 4-C pilot program. Those attending the meeting included the 4-C Steering Committee, local clergy and educators, Lift staff and board members, and representatives of State OEO, kindergarten and day care centers, Head Start, industry, and social service agencies.

Staffing

The steering committee then began to recruit and interview for the position of 4-C coordinator. However, racial issues arose when some local citizens began to fear that Black candidates for the job would be excluded because of a prevalent feeling that there were no qualified Blacksavailable. Such views were expressed in phone calls to the technical assistance contractor, DCCDCA. All candidates were then re-interviewed, including those previously eliminated by the selection subcommittee. The CAA chairman was helpful in handling this problem. Ultimately the work group picked Mrs. Anne Fleming, a Black woman, who was then employed by Lift as the Head Start nutritionist, to be 4-C coordinator. Her duties began June 1, and she has maintained a good relationship with the steering committee.

Another problem in staff selection was created when the CAA wanted to transfer an acknowledged misfit to 4-C at a 100 percent increase in salary. This matter was settled with the hiring of a competent secretary/clerk typist, again with the intervention of the CAA chairman.

4-C Goals

Mrs. Fleming offered her concept of the short-term and long range goals of 4-C in a letter to the steering committee, as follows:

Short-Range

- Locate existing child care and day care programs.
- Meet with representatives of existing child care programs to discuss their needs and the ways that coordination can help them.
- Locate sources for providing training in early childhood education to existing programs.
- Locate operational support (sources for obtaining food and staff).
- Acquaint the local community with 4-C activities.

Long-Range

- Assemble the necessary (and available) data to show the need for additional child care.
- Locate available resources for child care services in the area.
- Obtain the cooperation of public, private, and commercial agencies in the 4-C effort.

- Provide other coordinated child care services by making parents and community leaders aware of:

    a. the fact that the education process begins before childbirth;

    b. the nutritional, environmental, medical and physical needs of children at different development stages;

    c. the role these factors play in the rate of achievement of all children.

While these goals were acknowledged to be general, they provided a framework within which to develop an action plan and timetable. Mrs. Fleming later expanded and refined these objectives and fitted them into a schedule of activities for the pilot year. The first planned activity was a comprehensive survey of the Tri-County area's day care resources and needs.

Early Activities

On June 18, the 4-C steering committee elected permanent officers, including James Dawson of the State Employment Service as chairman; Mrs. Dorothy Townsend, Welfare Department, treasurer; and John A. Rasberry, Regional Rehabilitation Center, secretary. The steering committee was comprised of twelve parents, twelve agency representatives, and twelve private and public representatives.

DCCDCA's field officer gave the 4-C Coordinator copies of model by-laws to use as working guidelines. A draft of by-laws was prepared.

To broaden the base of 4-C participation, a core committee was planned for each of the three counties, to consist of representatives from health, welfare, education, industrial, private day care, parent, and Head Start groups. These county core groups were to obtain data relating to day care arrangements currently being made in each county and inform the community about 4-C and the need to combine resources and energies. The 4-C coordinator proceeded to contact a number of people in each county and to plan a meeting to discuss 4-C efforts in the counties.

The committee agreed that the 4-C offices should be moved from Lift, Inc. to a location that would provide separate identification as an operating entity and would be available to people of all income levels. Lift's chairman offered space in a building he owned.

Through the Southern Regional Education Board (SREB) Lift acquired an intern from the University of Mississippi to assist Kathy Young, a resident of Pontotoc County, in conducting a survey of child care needs in that county for 4-C. A University of Mississippi staff member, Professor Vaughn Grisham, agreed to serve as university counselor to 4-C.

In an effort to stimulate interest in a State-level 4-C, the Tupelo 4-C leaders made a presentation to the Mississippi Council on Early Childhood Education. Unfortunately, the response was lukewarm; indeed, some members of the Council questioned the wisdom of advocating creation of another agency with goals so similar to their own.

Autonomy

One problem that has emerged in the short life of the Tupelo 4-C program is how to achieve autonomy vis a' vis its mentor, Lift, Inc. During the first half of 1970, it became obvious that the CAA perceived 4-C as merely another CAA activity, intending to use the pilot grant for general CAA operations while furnishing 4-C with resources drawn entirely from CAA staff and facilities. The CAA initially provided office space, staff services, and over half the pilot budget.

The 4-C program was rescued from this fate primarily by the local CAA chairman, who agreed with their desire for autonomy and offered the program free space for offices. The 4-C agency was being moved to its new location at the time of this report and the program and its coordinator were operating independently of the CAA. The CAA chairman also supported 4-C in its determination to hire staff independently of Lift personnel.

Funding

The $9,000 grant money received from the Federal government was to be used for planning only -- it included no operational funds, but did provide for development of guides and standards for day care. The 4-C program was awarded a short-term training grant of $6,850 through the University of Mississippi. The 4-C program was able to budget $19,610 for one year, including the grant and $10,610 from in-kind contributions by Lift, Inc. However, Lift faces financial cuts and it was feared that the CAA might not be in a position to meet financial commitments on the 4-C contract. The 4-C steering committee engaged in a continuing search for outside funds to operate the program beyond the pilot year.

The committee applied to the University of Mississippi for a short-term training grant of $6,850 and this was approved, although revisions of the application were yet to be completed.

4. RECOMMENDATIONS

Based on the findings of its field staff, DCCDCA makes the following recommendations for the Tupelo rural 4-C program:

- It should be continued and given greater assistance from the regional and national levels, with particular attention paid to problems peculiar to a rural 4-C pilot.
- The local CAA chairman should be kept informed of 4-C activities. Dependence on his influence will probably wane in the future because of the excellent caliber of officers chosen to head the 4-C Steering Committee; but he is able to commandeer considerable weight in the decision-making process, and he has shown an acute awareness of 4-C goals.
- Documentation of the program should be carefully specified and monitored for compliance since the program is unique in that it is rural rather than urban.
- Implementation of the revised budget by Lift, Inc. should be monitored to insure that the grant is being expended in the specified manner.
- More emphasis should be given to State and local participation in the 4-C program, via a political rather than academic route.
- Sources of additional funding must be pursued more diligently. This recommendation might hinge on the success of State and local participation mentioned above.
- Ongoing technical assistance should be provided Tupelo so that a replicable model of a 4-C program can be formulated, based on the experience gained during the period of the program.

A Pilot History

ZUNI PUEBLO CHILD CARE ASSOCIATION

Zuni, New Mexico

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ZUNI PUEBLO CHILD CARE ASSOCIATION

Zuni, New Mexico

1. Status and Evaluation

The 4-C Standing Committee decided to select an Indian Reservation as the site for one of the 4-C pilot programs, partly to ascertain how applicable the concept of community coordinated child care was to other than metropolitan areas. (A rural pilot was funded for the same purpose.) The Zuni tribe in Zuni, New Mexico was picked as the Indian pilot on the basis of their relatively progressive attitudes and the existence of a wide range of social service and educational programs on the reservation.

Too little time has passed since the inception of the program in February 1970 to make a definitive evaluation. The Zunis have a 4-C steering committee, a chairman (their second), and by-laws, and the program is incorporated. A survey has been conducted to determine the child care needs of the Zuni reservation -- with a number of Indian mothers employed in light industry on the reservation, some needs are certainly unmet.

At present, the Zuni committee is sustained more by Federal assistance than by real participation by the Zunis themselves. While the committee is composed entirely of Indians, all are employees of the government or the Tribal Council -- hardly representative of the tribe members as a whole. As in so many other matters concerning American Indians, significant actions and decisions affecting the Zuni 4-C program have been undertaken by non-Indians.

A conflict over leadership of the program has apparently been resolved with the resignation of the first chairman, the local Head Start director, who commanded the loyalty of many Zuni mothers, but was apparently opposed by the Indian Governor. The post of 4-C chairman is now filled by the Zuni CAP director.

Clearly, the need for and appropriateness of 4-C in its present form to the setting of an Indian reservation has yet to be demonstrated. Tribal customs and prejudices, as well as the government practices upon which Indian tribes are so dependent, are realities that have frustrated many previous efforts to aid the Indian population.

2. Background

Zuni, New Mexico, is located 152 miles west of Alburquerque and 40 miles southwest of Gallup, New Mexico, just a few miles from the Arizona border.

Among the tribes known as Pueblo Indians, Zuni is the largest. The 640-square-mile Zuni reservation is the present home of approximately 5,300 tribal members living in one centralized community. Its 820-acre industrial park, served by a 4800-foot, lighted air strip, is occupied by two electronics industries, employing men and women of the reservation.

Historically, the Zunis resisted the Spanish culture in the early 1600's and participated in the Pueblo revolt in 1680, but Spain finally forced its rule upon them in 1692. The tribe knows no linguistic kin and its members are noted for their industrious nature, artistic aptitudes, skilled craftsmanship, farming and ranching abilities, and a stern desire to be self-reliant.

Like many other ethnic minorities in America, the Zuni suffer discrimination, oppression, and neglect. Cultural ties and training deficiencies make it difficult for tribal members to relocate into urban areas for permanent, well paying employment. All matters regarding tribal affairs are still conducted in the native tongue. Poor housing and a lethargic, often hostile attitude on the part of most State and Federal agencies also contribute to the lack of economic and social progress on the reservation.

The average per capita income for the entire State of New Mexico is almost four times that of Zuni. The total income for the 5,300 residents of the Zuni reservation, Indian and non-Indian, $3-1/4 million, is earned by only 903 individuals. Over one-third of these 903 are high-salary bureaucrats who earn over one-half of the total income.

For those residing on the Zuni reservation, Indian and non-Indian, the annual per capita income is $580. The median family income is $2,400. Sixty percent of families have an income of less than $3,000 a year, while 70 percent of Zunis live below the poverty level. A recent survey reveals that over 1,400 Zunis who are employable and want work remain either unemployed or under-employed. Only 50 percent of the population 16 years of age and over are employed, with 38 percent of those employed part-time. The Zuni unemployment rate is about 17 percent.

The Zunis have benefitted greatly from programs sponsored by the Office of Economic Opportunity. The following OEO programs are funded and underway in Zuni:

- Arts and Crafts Program -- provides a long-needed marketing outlet for the Zuni craftsmen and has helped to gain them independent stature.
- Legal Aid Service -- provides the Zunis with expert advice and guidance on simple legal procedures.
- The Cultural Enrichment Program -- has been of great assistance in the preservation of Indian ways and heritage.
- Head Start Program -- with about 120 enrollees, is invaluable in giving youngsters a chance to enter the first grade on an equal, competitive basis. Learning English has dramatically lowered the drop-out rate in the fourth and fifth grades.

The Zuni Pueblo is administered by Governor Robert E. Lewis, who was up for re-election in the fall of 1970, while legislative functions are fulfilled by the Zuni Tribal Council. Both Governor and Tribal Council are elected on a secret ballot by members of the Zuni tribe.

On May 23, 1970, the Zunis became the first Indian tribe to manage their own day-to-day reservation affairs. The Zuni Tribal Council signed a formal agreement with the Bureau of Indian Affairs (BIA) to take over the duties handled by the BIA on the Reservation. Zunis now direct the activities of the BIA employees involved in Zuni affairs, with the Zuni Governor becoming in effect the superintendent of the BIA Zuni agency office.

In 1967, the Zuni formulated the so-called "Zuni-Plan," designed primarily to chart and compass tribal endeavors for the next two years. A course of action was laid out for the Tribe to improve social, economic and community conditions. In 1968, when the Zuni were half-way through implementation of their plan, they were selected as a Pilot Reservation and asked to help prepare a Comprehensive Development Plan for the Zuni through which Federal, State, local, and private agencies could participate. Pre-school child development programs are an important part of this plan. The plan is scheduled for completion in 1975.

3. Development of the 4-C Program

On January 28, 1970, a task force specially created by the 4-C Standing Committee met in Washington to select an Indian Pilot 4-C Program. It was comprised of: Myrtle Wolf and Lloyd Burton, OCD; Vernon Shook, Claire Jerdone, and David C. Young, Bureau of Indian Affairs; Marian Andrews, Office of the Secretary, HEW (Indian Health); Alfred Larsen, Administration on Aging, HEW; Henry L. Taylor, Department of Agriculture; Gertrude Hoffman, Social and Rehabilitation Service, HEW; Herman Narcho, Department of Labor; and Scott Forsyth Day Care and Child Development Council of America.

It is worthy of note that none of these individuals were Indians.

Of the seventeen applications received from Indian tribes across the nation, the Indian Pilot Task Force considered the Zuni Pueblo to be best suited for 4-C for the following reasons:

- Zunis have a full-year Head Start Program.
- BIA operates a variety of programs there, including a kindergarten.
- New Mexico could provide Title IV-A resources to the Zunis if local matching funds could be obtained.
- Two private companies employing Indian women on the reservation were a possible source of 25 percent of the matching funds for Title IV-A money.
- A good Indian Public Health Service existed on the reservation.
- New Mexico had a good Title III of the Elementary and Secondary Education Act.
- The Zuni application showed a great deal of sophistication and followed the selection criteria closely.

Runner-up application was the Standing Rock Sioux Tribe of North Dakota. Their application was passed over because the reservation crossed the border into South Dakota, thus creating two-State complications.

On February 10, 1970, 4-C director Preston Bruce informed the Zunis of their selection. DCCDCA director also wrote Zuni Governor Robert Lewis that a field officer would be in contact with him to explain DCCDCA's role in providing technical assistance to 4-C pilots.

The DCCDCA 4-C field officer for Region VII first visited the Zuni Pueblo on March 26. Ironically, just as there had been no Indians involved in the selection of the Indian Pilot, so too there were no Indians involved in the first meeting on the Zuni Reservation. The Zuni Governor, snow-bound in Albuquerque, was unable to attend the meeting. A representative from VISTA assigned to the Zuni Reservation, a representative of the BIA who worked for the BIA Office at Blackrock on the Zuni Reservation, the acting Zuni CAP director, and a BIA social worker met with the field officer.

The most understanding of the group was the VISTA representative, a young lawyer with a quick grasp of 4-C and the possible benefits the program held for the Zuni. Unfortunately, he was drafted into the Army.

At the end of the day-long 4-C briefing it was agreed that the Zunis would begin work on three items: formation of a 4-C steering committee; writing by-laws; and incorporation of a 4-C organization. For the next several weeks, the 4-C field officer remained in touch with the program via telephone.

At the next meeting in late April, the 4-C field officer met with the Governor, Robert Lewis, and the participants from the previous meeting. At the field officer's suggestion, the Governor appointed the BIA social service worker, Paul Maes, to act as liaison between the Zuni and field officer. Apparently cooperative, enthusiastic, and energetic, Mr. Maes promised that as soon as possible a Pueblo-wide meeting would be called to explain 4-C to the Zuni.

A contract was signed between the DCCDCA and the Zuni Pueblo on May 1, to provide the Zuni with technical assistance in their 4-C pilot efforts. At a meeting attended by approximately 60 Zunis, a check for $4,500 was presented to the Governor by the 4-C field officer as the first half of the 4-C pilot funds. A steering committee was formed, by-laws were drafted and adopted, and the Zuni Pueblo Child Care Association of Zuni, New Mexico, was incorporated.

However, a conflict in leadership developed. It became evident that the Zuni contact person, Mr. Maes, was not moving forward. Instead, initiative was taken by Ann Davis, who was elected chairman of the 4-C steering committee. A Zuni high school teacher for two years who became Head Start Director for Zuni, Miss Davis commanded the loyalty of a sizeable group of Zuni mothers. When Mr. Maes called a meeting to discuss 4-C, only a handful of Indians showed up; but the next day when Miss Davis called a 4-C meeting at which the second $4,500 payment of pilot funds was presented, some 75 mothers and fathers attended.

There were clear indications that Governor Lewis, through Mr. Maes, was trying to exclude Miss Davis from 4-C matters. Meetings were called without her knowledge or when she could not attend. The DCCDCA field officer later ascertained that correspondence to Miss Davis was intercepted and re-directed. Late in June, the field officer, accompanied by Dominic Mastrasqua of OCD's Indian and Migrant Division, visited the Reservation and met with Miss Davis, Mr. Maes, an OEO legal officer, and the Governor, who had taken over BIA's administrative responsibilities. The field officer suggested that Miss Davis as steering committee chairman, should act as 4-C liaison rather than Mr. Maes, but the Governor rejected this.

In mid-July, Miss Davis resigned her position as Zuni Head Start Director to accept a similar post in Albuquerque. She came to Washington, however, accompanied by the Zuni CAP directo, Vernon T. Ketcheshanno, and Martha Rose Calavaza, another member and incorporator of the Zuni Pueblo Child Care Association, to talk with the 4-C field officer and Mr. Mastrapasqua of HEW. The group expressed fears that the Governor was going to construct and staff a day care center some five or six miles east ot the Zuni Pueblo without regard to the desire of the majority of the Zunis to build it closer to the reservation. The field officer suggested that a survey be conducted to determine the needs of the Zuni reservation relating to children's services, and the results made known to the Governor and others concerned with the future success of the Zuni 4-C effort. Such a survey is currently underway, with the assistance of the University of New Mexico's Gallup Branch.

Chairmanship of the Zuni 4-C committee was assumed by the CAP director, Mr. Ketcheshanno, on August 1. The committee was composed entirely of Zunis employed by the Tribal Council, the Federal government, or the school board, not a group truly representative of the broad range of Indians living on the reservation.

Visits were made to the Zuni Reservation by C. Alan Hogle of OCD's 4-C Division in Washington and S. M. Patrick Murphy, FRC chairman for Region VII at Dallas, both of whom acknowledged the considerable difficulties the Zuni 4-C program was encountering in becoming operational. A question remained to be settled as to whether specialized technical assistance would be provided by OCD's Office of Indian and Migrant Affairs or OCD's regional office at Dallas.

4. Recommendations

On the advice of the DCCDCA field officer assigned to Zuni pilot, DCCDCA offers the following recommendations concerning this 4-C program:

- Membership of executive committee should be revised to make it more representative of the Zuni residents
- An executive director and secretary should be hired to facilitate the day-to-day operation of 4-C activities
- More technical assistance should be provided the Zunis to facilitate the start of coordinative activities.

STATE PILOTS

A Pilot History

ARKANSAS 4-C PILOT PROJECT

Little Rock, Arkansas

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ARKANSAS 4-C PILOT PROJECT

Little Rock, Arkansas

1. STATUS AND EVALUATION

Arkansas is a rural state with a sparse population of approximately two million. State and local taxes are among the lowest per capita in the nation, and as a result, the state's record for progressive social legislation is not impressive. Services for children are scant and underfunded.

Despite this low level of social services, Arkansas has become one of the most active 4-C states. It was the first pilot state (by a week) to gain recognition by its FRC. A source of strength to 4-C in Arkansas has been its adoption by the Governor's Council on Early Childhood Development, established by present Governor Winthrop Rockefeller in his first term and placed in the Executive Office structure.

Within four months after its designation, the Arkansas State 4-C group had elected officers, adopted by-laws and a constitution, designated the Governor's Council as its fiscal agent, and approved a budget request for DCCDCA funds.

When the pilot had achieved a strong administrative structure, it began to turn its energies to developing a plan for coordination of child care programs at the state level. This coordination proposal was completed and submitted to the FRC in July 1970, along with the application for recognition.

Perhaps the pilot's most impressive achievement was its role in lending expertise to the formation of local 4-C efforts. Arkansas did more to spur 4-C at the local level than any other state pilot. By mid-1970, five major local or regional 4-C Committees were in operation, with several other Committees in planning stages.

Other pilot accomplishments include arranging for the first matching of private funds to utilize Title IV-A for day care services in the state, and helping to establish a child care facility in a community which had none. Generally, the 4-C Committee has been a much needed state-wide mechanism to study the needs of children and to provide better services and programs for them.

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The pilot has projected ambitious future plans, which include giving technical assistance to communities seeking to establish child care programs, and the preparation of a state-wide manual which will provide a step-by-step description of procedures necessary for the establishment of child care services.

Financially, the pilot has a healthy funding base for the remainder of the 1971 fiscal year. and plans to apply for and utilize Title IV-A funds for subsequent operation. However, with only meager state revenues at its disposal, the continued success of the pilot is heavily dependent upon Federal or foundation funding.

2. BACKGROUND

The Eastern and Southern part of the state, the Mississippi Delta plains area, has a predominantly Black population. The Western and Northern part of the state, mostly hills and mountains, has a predominantly white population. Issues concerning desegregation ordered by Federal court and administrative officials have dominated Arkansas politics for much of the '60's.

Because of the state's largely agricultural economic base, urban growth has been minimal. The state's largest city is Little Rock with a population of about 300,000. There, Governor Winthrop Rockefeller, a Republican elected in 1966, shares the governmental responsibilities of the State with a Democratic legislature. The political conflicts which result often spell disaster for any social legislation.

The Governor's interest in the welfare of young children led him to form the Governor's Council on Early Childhood Development to improve and coordinate children's services.

Because of his deep commitment to the Council, the Governor managed to obtain Ford Foundation and OEO grant monies for its support. In addition, Council office space and maintenance was paid by the state. This stable financial base as well as its broad-based inter-agency participation has made the Council a strong launching point for 4-C.

The Council was instrumental in the passage of state licensing standards for day care centers, as well as in the appropriation of state funds for model kindergartens and repeal of a state law prohibiting the use of tax money for kindergartens in the public schools.

3. DEVELOPMENT OF 4-C PROGRAM

The 4-C concept was first introduced to Arkansas in June 1968 through a briefing conducted by the Day Care and Child Development Council of America. The usual animosities between established instruments of social welfare and the OEO surfaced during this meeting. Although invited, the Director of the Governor's Council on Early Childhood did not attend but sent a representative. In August, 1968, however, the Council's Director himself called DCCDCA to request further information on 4-C. The Director said that Arkansas was interested in developing a state level mechanism as soon as possible. By October, 1969, an Interagency Day Care Committee had been formed to develop plans for the implementation of 4-C.

In the early part of 1969 the Governor's Council on Early Childhood Development and its staff assumed the effort to create a State 4-C Committee in Arkansas, and an application for designation as a pilot 4-C Steering Committee was presented to the Federal Regional Committee in April 1969.

Pilot Organization

Arkansas was chosen as the 4-C Pilot State in Region VII and its Steering Committee recognized as such in May 1969. The Committee was permanently organized on September 18, 1969, in a meeting held in the State Capitol, Little Rock, Arkansas, during which:

- Officers were elected.
- A constitution and by-laws were adopted.
- The Office of the Educational Resource Planning in Early Childhood Development, Office of the Governor, and official agency of the State of Arkansas was designated by the membership as the administrative agency for the Arkansas State 4-C Committee.
- The budget for a request of $9,000 from the DCCDCA was approved.

Elected Chairman of the Arkansas 4-C was Dr. Walter L. Hodges of the Arkansas State University; as Vice-Chairman, Mrs. Lilly Mae Gaines, a parent from England, Arkansas; and as Secretary, Miss Pat Morley, a Child Center Coordinator from Scott, Arkansas. Also elected to the nine-member Executive Committee were Mrs. Clara Thornes (pare from Pine Bluff), Mrs. Opal Monk (parent and Assistant Regional Trai Officer for Head Start), Mr. Lawrence J. Hannon (Director, State Tec nical Assistance Office of OEO), Mr. Lowther Penn (State Education Department), Rev. Walter Clancy (Director, Catholic Social Services) and Mrs. Ardelia Womack (Director of Programs Division, State Welfar Department). Three of those elected are Blacks, including the Vice-Chairman who comes from the part of the State still referred to as the plantation area.

In addition to the election of officers, a committee was appoin to develop inter-agency coordinative agreements, and it was decided to pay travel expenses of parent members attending the State meeting

Staff Support

The State Committee also formally designated the Governor's off of Education Resource Planning and Early Childhood Development as it 4-C staff arm, and approved a $25,000 budget for the first year.

On September 23, 1969 the Arkansas State 4-C Committee submitte signed copies of its contract with the DCCDCA. An initial payment o $4,500 under the terms of this agreement was promptly forwarded by the DCCDCA.

Arkansas 4-C Efforts at the Local Level

Efforts to create local 4-C committees in Arkansas have been quite successful. Early in 1969, a local 4-C committee was created in Union County (El Dorado, Arkansas) and was recognized as a Steering Committee. At the May, 1970 meeting of the Federal Regiona Committee, the Union County 4-C Council, Inc. received formal recognition. On July 1, 1970, this committee opened the Morning Star Child Development Center in El Dorado. It is a unique program in that the El Dorado school system turned over an unused school buildin to the 4-C Committee for use as a child care center with the apprais rental value of the building being used as the 25% local matching fo Title IV-A funds.

The 4-C staff assisted citizens in Faulkner County to match loc funds raised by the Ministerial Alliance with Title IV-A for operati expenses of a day care center. This was the first time private funds had been converted into state funds in order to match Federal funds, and the 4-C staff walked the application through the Welfare Department, locally and in Little Rock. The staff simultaneously encouraged the development of a county-wide 4-C committee, which applied for and received FRC Steering Committee recognition shortly after the IV-A contract was signed.

In addition to Union and Faulkner Counties, the State 4-C staff provided technical assistance to the ARVAC 4-C Steering Committee, a nine-county committee in the Arkansas River Valley; Southwest Arkansas 4-C Steering Committee, a three-county committee (Hot Springs, Clark, Saline); the Lonoke Prairie County 4-C Steering Committee, and many other less-developed communities.

The Model Cities Program in Texarkana, took the lead in establishing a 4-C Steering Committee in that Arkansas community. This committee is preparing for formal recognition by the Federal Regional Committee. A unique feature of this committee is that the Model Cities program is contributing $10,000 to be matched with $30,000 of Title IV-A funds to maintain a staff to promote and coordinate 4-C activities. In addition, the Model Cities program is turning over $20,000 to be matched with Title IV-A funds to purchase child care services. Another $10,000 is being used to remodel existing child care facilities in the area.

FRC Recognition

With Arkansas now being designated as a pilot 4-C and its Steering Committee organized, efforts turned in late 1969 to the creation of a recognized 4-C program. The state staff worked closely with FRC members in interpreting the requirements for recognition. All state agencies and state-wide private organizations involved in programs and services to children were contacted in fulfilling the criteria for formal recognition. Parent elections for representatives to the State 4-C Committee were held by local community action agencies, the State Aid for Dependent Children and Child Welfare Advisory Committee, and the Arkansas Parent-Teacher Association.

As in other 4-C efforts, success was not realized overnight. For one reason or another -- mostly personality differences -- Arkansas made little progress toward inter-agency coordination until 1970. By the early summer of 1970, a preliminary proposal had been prepared and submitted to the members of the Steering Committee. This work was largely the result of the 4-C Committee staff, principally Ralph Liverman and Mrs. Helen Groth. At the State 4-C quarterly meeting on June 11, 1970, the members of the 4-C Steering Committee voted to dissolve themselves in favor of a permanent committee and approved the proposal to be submitted to the Federal Regional Committee for formal recognition.*

On July 14, 1970, the proposal of the Arkansas State 4-C Committee was presented to the Federal Regional Committee. At the August 11, 1970 meeting of the Federal Regional Committee the Arkansas State 4-C Committee received formal recognition as a State 4-C. This action made Arkansas third state and the first pilot state in the nation to have a recognized 4-C committee.

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*Arkansas' coordinative agreements, constitution and by-laws have been excerpted from their recognition application and included in Appendix B.

A Pilot History

STATE OF COLORADO 4-C COMMITTEE

Denver, Colorado

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STATE OF COLORADO 4-C COMMITTEE

Denver, Colorado

1. STATUS AND EVALUATION

Although the State of Colorado was designated a 4-C pilot project in April 1969, it was more than a year before a full-time coordinator was hired and the coordination of child care programs at the State level was given concentrated attention.

At the time 4-C was introduced to Colorado, the State government was weighed down by a plethora of agencies and committees. In an extensive pruning of the bureaucratic structure, the State Advisory Committee to Children and Youth was retained and ultimately designated the vehicle for the Colorado State 4-C pilot effort. This committee, which had been meeting regularly since the 1930's with no revolutionary results, was perhaps a poor choice. Before designation, the committee itself expressed reservations about whether it was the appropriate vehicle; and following designation, it did little to expedite contractual negotiations with the DCCDCA or the hiring of a coordinator.

Lack of precise Federal guidelines on the development of a State 4-C further hampered the slow growth of the newly formed 4-C committee, and the Region VIII FRC was of little assistance.

The goals eventually set by the 4-C committee were general but certainly included most of those functions which could usefully be carried out by a State 4-C committee. Included were plans to assist junior and regular colleges and universities in the expansion of their curricula for courses in the child development field. The committee also planned to undertake a public education program through the various media to acquaint people with the needs for child care services in Colorado. Area workshops to train child care personnel throughout the State were projected.

Perhaps under the direction of the new coordinator, some or all of these goals will be achieved. The coordinator is dedicated to her task and has evidenced willingness to make the personal effort required in a new and ambitious program such as 4-C. The problem of parent participation at the State level must, of course, be resolved; and agency participation must be defined further in the Colorado situation. At this time, the 4-C effort is gaining cooperation by the majority of the State agencies, but real involvement is another issue.

2. BACKGROUND

As in many other communities and States, an awareness of the disorganized state of its child care programs and services developed in Colorado considerably in advance of the introduction of the 4-C concept.

A joint Federal-State-county study of child welfare services undertaken in 1966 focused on the Denver Department of Public Welfare and scrutinized the role of the State in planning and coordination. The study dealt with such questions as:

- To what extent are agency services meeting the needs of children?
- Are there significant gaps in services?
- Do agencies involved in child care have sufficient outreach?
- Is the total range of available services under both the child welfare services and AFDC programs used for coordinative approach?
- Is there a staff which is responsible for developing interagency relations?
- Who is exercising leadership and initiative to establish high standards for services?

The surveys and investigations conducted in connection with this study resulted in conclusions which were to have direct bearing on Colorado's interest in developing a State 4-C committee. The joint study indicated that the State Department of Public Welfare could and should initiate intercounty cooperation in planning, and that the State should take advantage of its existing links with other State departments and agencies to encourage new coalitions to provide coordinated services for children. Public eduation programs were also viewed as best handled at the State level, and the State agency was also considered to be in a good position to convene all interested counties for coordinated day care efforts.

Introduction to 4-C

Colorado's first acquaintance with 4-C was made in Denver during the June 1968 Conference on Services to Families and Children jointly sponsored by HEW, OEO and the Department of Labor. Day Care and Child Development Council of America representatives briefed those present on the fundamentals of 4-C and the availability of technical assistance from the DCCDCA.

Ten days after the Conference, the Colorado State Department of Welfare submitted to the DCCDCA an agreement for the coordination of child care services between the State Welfare Department and Colorado Office of Economic Opportunity and requested technical assistance. The Department of Welfare designated Cooperative Area Manpower Planning System (CAMPS), as the most appropriate vehicle for the 4-C effort.

The first realistic consideration of establishing a State 4-C committee took place in October 1968, during a 4-C briefing conducted by the DCCDCA for Colorado State and local officials. The DCCDCA explained during this meeting that Education, Health, Employment Security and any other agency interested in programs for children should be included in planning a State 4-C effort, although the major role could be played by any of a number of different agencies.

At that point, however, no final Federal guidelines were available. A State official suggested that perhaps CAMPS could serve as the State level coordinating agency since it was widely representative of agencies. However, the DCCDCA representative pointed out that it would be difficult to use CAMPS as the 4-C vehicle because all pertinent child care agencies must be represented on a 4-C committee. Further, CAMPS already had enough to do, with 14 community action agencies in Colorado and also a child development subcommittee.

In addition, the State OEO spokesman expressed reluctance to see another State committee organized. Colorado was at that time undergoing extensive reorganization to reduce the number of State agencies from 140 to 17. The director of Welfare then noted that while a surplus of advisory committees had provoked the reorganization effort, possibly the State Advisory Committee to Children and Youth Services might be retained as the State coordinating committee. It. was also recommended that any projected planning be done in consultation with the coordinator for State planning.

Child Care Appropriations

The State Welfare director noted at this meeting that the Federal appropriation for child care services in Colorado was only about $450,000. At that date the State was appropriating approximately $3,000,000 for child care, aside from administrative costs. The appropriation was not open-ended. Day care was available for AFDC recipients only, although appropriations to assist past and potential recipients was being urged through the State legislature that year.

The SRS regional representative pointed out that child welfare services required the State welfare department to administer HEW funds and questioned whether getting these funds into a 4-C administering agency would require some changes in HEW policy. However, it was then clarified that since the legislation allowed the State welfare department to purchase or contract for services, the 4-C agency could be the vendor or contractor, thereby receiving IV-A funds.

3. DEVELOPMENT OF 4-C PROGRAM

Meetings in early 1969 dealt primarily with the identification of an appropriate vehicle for a State 4-C effort. In March 1969, the Day Care Subcommittee of the Advisory Committee to Children and Youth Services, Division of Public Welfare, Colorado Department of Social Services, met to consider whether it should assume responsibility for serving as the State 4-C committee. The results of this meeting were reported to the full advisory committee on April 21, 1969. After the initial enthusiasm had waned, the subcommittee questioned whether the advisory committee should indeed be responsible for 4-C but suggested that it could serve until a better solution was found. The subcommittee reviewed the criteria for a State 4-C committee and decided to obtain a form letter of agreement from the required agencies.

On April 14, 1969 the subcommittee submitted an application to the Federal Regional Committee for designation as a State 4-C committee.

The application proposed the following:

- That the Advisory Committee to Children and Youth Services be designated the official Colorado 4-C committee.
- That the subcommittee on Day Care act as the administering body for the State 4-C committee.
- That each participating agency provide technical assistance to local communities according to agency responsibility.
- That cooperative efforts be carried on in staff development through joint training programs and exchanges.
- And that joint public information programs be conducted.

The application indicated that coordinative agreements had been signed by the Colorado Department of Education, Colorado Employment and Labor Departments, Colorado Health Department, Colorado Office of Economic Opportunity, and Colorado Department of Social Services. Agreement also had been obtained from the following private agencies: Catholic Social Services of Pueblo, Denver Region American Red Cross, and Jewish Family and Children's Services of Denver.

When the application was made, the committee had 21 members, including seven AFDC recipients.

4-C Designation

The FRC considered the application on April 24, 1969, and the next day notified the advisory committee of its designation as a State 4-C committee.

On May 8, 1969, the DCCDCA Field Officer made his first on-site contact with the State 4-C committee. At the monthly meeting of the Advisory Committee to Children and Youth Services, the Field Officer gave a thorough presentation on 4-C. The group had a poor grasp of the 4-C concept and the discussion was therefore of an exploratory nature. The Field Officer later observed that this committee, which had been in existence since 1936, was a quite solidly old guard, establishment organization with little affinity for "liberal" Federal programs.

The Field Officer met with the committee again on May 23. The committee had been considering how best to utilize funds that would come through their contract with the DCCDCA, and had decided on two options. First, they could simply hold the money until a specific use was identified in the State program or, second, they could use the funds to publicize the 4-C program throughout the State. They were inclined to exercise the first option.

State Pilot Problems

By July 1969, it became apparent that no one was sure what a State 4-C program should look like, and that Federal guidelines were of little practical value since they tended to project the State program as a kind of large local program. State level realities, of course, are quite different from local realities. To make the work even more difficult, the subcommittee on day care (the 4-C working committee) continued to deal with these admittedly sticky issues over luncheon in the State cafeteria. Circumstances were not conducive to an energetic effort.

Poor AFDC Representation

Another problem which became apparent was the composition of this working committee. Although the advisory committee as a whole included one third AFDC recipients as members, the subcommittee of nine members had only one AFDC recipient. This was the epitome of pro forma involvement of the disadvantaged.

The draft 4-C document, however, did not speak to the situation of the ill-proportioned subcommittee. When the Field Officer brought up this question with the Federal Regional Committee at a subsequent meeting, the FRC decided that the Field Officer should indirectly suggest that the 4-C committee act to correct this situation. In the event more subtle tactics failed, the FRC agreed to write a letter to the advisory committee asking for broader involvement on the subcommittee.

Plans Submitted to DCCDCA

By the end of July 1969, the Colorado State 4-C pilot had developed a plan of activity which was submitted to the DCCDCA with a request for funds. The plan envisioned an active role in public education to interpret the need for day care and the essential components of good day care services. This objective was to be accomplished in cooperation with local communities and with other State agencies and departments.

The 4-C would distribute information to all news media in the State and would assist in creating TV documentaries and film strips. A statewide, one-day seminar was scheduled for the Fall at which key citizens such as industry leaders and legislators would be alerted to the need for day care for children in Colorado.

The 4-C committee also anticipated activity in the area of training by administering workshops in seven areas of the State for personnel of existing facilities. It expected to plan jointly with the State Conference of Social Welfare in November 1969 for special sessions on day care.

Another plan called for assisting junior and regular colleges and universities in the expansion of curricula for resident and correspondence courses in the child development field and other related subjects. A statewide effort would be undertaken to develop more day care facilities of all types through technical assistance in community planning and informational materials. State level agencies would assume responsibility for encouraging maximum cooperation from their local counterparts.

Although it then seemed possible, with additional detailed information on their plans, to move on to drawing up a contract, progress was slow. The pilot did not send the revised program to the DCCDCA until the end of November 1969, and the Federal Regional Ad Hoc Committee did not meet until December to discuss the proposed program.

The ad hoc committee questioned the brevity of the plan and reiterated that it lacked details concerning the person to be employed as coordinator -- whether he would be hired full-time, what his exact qualifications would be, and what his duties would be. The committee also felt that a more fully detailed plan was needed with regard to those training programs in which the State would be involved and how such programs would be coordinated with other programs already being carried out in the State. The committee was of the opinion that the State should stimulate and encourage day care workshops rather than attempting to sponsor them. The FRC requested considerable expansion on exactly how the State intended to assist local communities.

Obviously, these reservations on the part of the FRC caused a necessary delay in the conclusion of the contract between the State of Colorado and the DCCDCA. On January 13, the DCCDCA forwarded copies of the proposed contract to Colorado. The State 4-C committee expanded its program proposal to meet FRC requirements and, on February 17, 1970, returned to the DCCDCA copies of the State 4-C contract which had been signed by the executive director of the Colorado Department of Social Services. Certain minor changes had been made in order to conform to Colorado State laws.

Following signature by the DCCDCA, the contract had to be returned to Colorado for the signature of the governor and other specified State personnel. On March 12, the contract, signed by the DCCDCA was sent to Colorado for the additional required signatures. On April 13, the contract was returned to the DCCDCA completely signed.

Less then two weeks later, a check for $6,000 was issued to the Colorado State 4-C committee. By the time the $6,000 check was received, nearly seven months had been absorbed in little else than rewriting proposals and unraveling red tape.

Coordinator Hired

Almost immediately following receipt of the DCCDCA contract funds, the Colorado State 4-C committee hired a staff coordinator, her contract effective June 1, 1970 through April 13, 1971. This person is a former teacher and a specialist in preschool programs. She has worked for years as a consultant to local children's programs in Colorado.

After so many quasi-inertial months, the Coordinator carried out a rewarding amount of directed activity in the next two months. She at once developed a realistic work plan which was aimed at the long range goals of 4-C.

To collect the data needed for such an effort, she personally contacted division heads of the following State departments: Social Services, OEO, Education, Health, Institutions, Employment and Planning. She asked each to submit a written report stating his division's involvement in child care as to the following categories:

- Legal responsibility.
- Resources.
- Funds allotted for their division's responsibility.
- What is actually being done in the area of child care, and,
- What needs are not being met.

With personal follow-up by the coordinator, good and complete reports are coming in from all the people contacted. Upon receipt of these reports, the same request will be made of 17 Statewide organizations (including church groups, business and professional associations, the Chamber of Commerce, early childhood associations, labor groups, and others).

Information from these groups, should contribute to the outline of a big picture of what is being done for children in Colorado. After collating the results of these surveys, the State 4-C committee hopes to have sufficient data on which to base assistance to communities in coordination of their efforts. Another aspect of the State plan is public education. A State news staff person is already involved in spreading word about 4-C statewide through television and newspapers.

Obviously the time lost in contract negotiations and signing and the consequent late receipt of funds by the Colorado State 4-C committee resulted in a lack of any substantive activity pending employment of staff coordinator. There are now optimistic signs that this group, under the guidance of a dedicated person, will be able to develop a viable 4-C mechanism at the State level in Colorado.

A Pilot History

MARYLAND 4-C COMMITTEE

Baltimore, Maryland

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MARYLAND 4-C COMMITTEE

Baltimore, Maryland

1. STATUS AND EVALUATION

The Maryland State 4-C Committee, though still a developing organization, has grappled with most of the important issues confronting a state 4-C group and on this basis is one of the more advanced state efforts. In Maryland, 4-C had defined its role precisely and was carrying out well-outlined tasks by the end of the pilot period.

Economically and politically, Maryland is a state dominated by its largest city, Baltimore. For this reason, the Maryland 4-C effort was confronted with the unique task of securing representation from all sections of the State.

Fortunately for Maryland children, the Maryland Committee for the Day Care of Children (MCDCC) was formed at the end of World War II. This group's influence helped create a range of child care facilities that is more complete than most states'. Still, some 65,000 children are without access to any suitable day care arrangements.

In recognition of this problem, the State of Maryland created the Early Childhood Education Coordinating Committee (ECC) which was assigned to undertake the development of a state 4-C committee. (Designation of Maryland as a State pilot was not made official until October 1969.)

By combining the strengths of the MCDCC and the ECC, 4-C in Maryland succeeded in establishing a balanced 4-C committee, sponsoring a well-attended State-wide day care conference, developing by-laws and engaging an executive director. The July 1970 HEW memorandum endorsing use of Title IV-A funds for 4-C administrative costs resulted in allocations by various state agencies of funds which, when matched, will total nearly $70,000 for 4-C in fiscal year '70-71.

Now that an executive director has been hired and funding has been assured for the coming year, 4-C in Maryland looks forward to full operation.

Some of Maryland's major achievements include:

- Contributed to increasing public awareness of the current status of early childhood programs in the state.

- Inspired a commitment from four top-level state agencies to support the 4-C effort in Maryland.
- Achieved a new dimension of awareness of agency problems by others.
- Inspired the development of several community 4-C groups across the state.
- Sponsored a state-wide 4-C conference which helped to give momentum to 4-C development.

Maryland's major difficulties were:

- Delayed too long in hiring a director due to funding problems.
- Failed to maintain the interest of committee members without staff to follow up on decisions.
- Lost momentum gained at the October state-wide conference by failing to follow through.
- DCCDCA consultant should have influenced the pilot to move more quickly, particularly in the area of hiring a director.

2. BACKGROUND

Maryland, a seacoast state with a 1968 population of 3.7 million, derives much of its revenue from the Chesapeake Bay's commercial fishing enterprises and port facilities at Baltimore, which handles more than $1.6 billion in imports and exports a year.

Metropolitan Baltimore contains more than half the total population of Maryland and dominates the state economically and politically. Although the state capital is located in the historic City of Annapolis, many state offices are located in Baltimore, whose size and importance often make it the focal point of government action programs to the exclusion of other areas. Awareness of Baltimore's domination was evident in the FRC's concern that the 4-C Committee reflect the State's total demographic make-up to ensure that the services would benefit all areas of Maryland.

Early Interest in Day Care

Interest in child care services surfaced at the end of World War II, when several residents formed the Maryland Committee for the Day Care of Children. The Committee flourished, concerning itself with setting standards for the licensing of day care centers and with creating public awareness of the lack of child care services. The MCDCC early became convinced of the value of the 4-C program, and played a major role in explaining 4-C to State officials and convincing them that Maryland should participate in this program.

Today, Maryland provides day care for 13,000 children (full-day, part-day, and after-school). There are an estimated 75,000 to 100,000 children of working mothers. At least 42,000 of these children are under the age of six.

Maryland licenses 440 full-day centers for pre-school children, and 1,115 family day care homes. Although this offering of day care services is better than some states, Maryland still has at least 65,000 children who could benefit from educational day care services. With this need in mind, an interagency committee was formed in 1968 within the state government to deal with improving early childhood programs.

3. DEVELOPMENT OF 4-C PROGRAM

Pre-Designation Activity

This State interagency committee, the Early Childhood Education Coordinating Committee (ECC) initiated 4-C development in Maryland.

The ECC was formed following the issuance of a State report on early childhood education programs which stressed cooperative planning and leadership at the state level to eliminate fragmentation of effort and to assure educationally sound programs. Two members each were appointed from the Departments of Health, Education, and Social Services who worked in the area of early childhood programs. Initially, the ECC concerned itself primarily with both long and short range training opportunities for teachers and others working with children.

Several months prior to being named the fostering organization for 4-C in April of 1969, the ECC formed an advisory council whose members included representatives from labor, industry, colleges, lay groups, school systems, etc.

The ECC with its advisory council formed five working groups to explore and to make recommendations in the following areas:

- The improvement and expansion of present early childhood programs through the formation of a funding information center for the development of satellite family and group day care homes around a group day care center.
- The need for and the approaches to coordination. For instance, this might include the development of local day care associations of parents and citizens or the addition of private day care operators, parents and others to the advisory council.
- The enlistment and training of personnel, including work with colleges and universities to develop early childhood courses and study the feasibility of establishing early childhood demonstration centers.
- Suggesting new directions for Maryland in the early education of all young children through the encouragement of a better staff-child ratio or the introduction of Head Start policies into the first three grades of school.
- The development of sound research designs in the area of learning theory.

However, the ECC had no administrative authority nor the power to fund and operate programs. It was not a decision making body. The ECC was badly in need of working funds. As a result, on March 11, 1969, Mrs. Mary Jane Edlund, Chairman, Early Childhood Education Coordinating Committee, wrote the Assistant Regional CAP Administrator for Head Start requesting administrative funds. Mrs. Edlund mentioned the 4-C program, although at that time 4-C was still in the planning stages at the Federal level.

The next month, in April, 1969, the FRC conditionally approved Maryland as a 4-C pilot state. In a letter to Mrs. Edlund, the FRC said that Maryland's selection was based on the lead role that the ECC and the participating agencies had taken in the effort to coordinate programs for child care and early childhood development in the state. The broad-based composition of the ECC's advisory council also facilitated Maryland's selection because it lent itself to easy transition as the initial 4-C Steering Committee.

Permanent 4-C status for Maryland was dependent upon the following conditions:

- That the Early Childhood Education Coordination Committee (ECC) and the Advisory Council select a steering committee meeting with the 4-C guidelines.
- That the steering committee, once organized, agree in writing to develop a plan for the inter-agency coordination of children's programs.
- That every community in the State be involved in coordinating child care (early childhood) activities.

Unconditional Designation

Discussing the FRC conditions at their June meeting, several ECC members wondered whether a state-wide 4-C structure would not duplicate efforts of the State Welfare Department, for example, which was forming county welfare committees containing one-third recipients. But after a slight pause, the ECC began to restructure its Advisory Council to meet the membership criteria for a State 4-C committee.

In early July, four state department heads wrote a letter of agreement to the FRC requesting that Maryland be designated a pilot state. To quote from the letter:

> "We the undersigned, agree to design and initiate a program of community coordinated child care in Maryland and we formally make application to become a pilot 4-C state.
>
> We agree to work together to develop mutually satisfying plans of care for differing populations of children; to obtain estimates of real need in order that all children be served; to set up working committees to study, recommend, and take cooperative action in the areas of training, program, research, facilities development, and administration, and to encourage and assist local 4-C organizations."

The letter was signed by T. K. Muellen, Assistant State Superintendent of Instruction and Chairman, Advisory Council, Early Childhood Education Coordinating Committee; Raleigh C. Hobson, Director, State Department of Social Services; Dr. William J. Peeples, Commissioner, State Department of Health; Dr. James A Sensenbaugh, Superintendent, State Department of Education; S. Edward Smith, Executive Director, State Department of Economic Opportunity.

To elaborate on the contents of the letter of agreement to the FRC, on July 28, Stanley Hoffberger, President of MCDCC who became Vice Chairman of the 4-C Steering Committee, met with Fred Digby, Region III Chairman, concerning the progress of Maryland's 4-C. Digby suggested that the full temporary steering committee including parent representatives be appointed as soon as possible, and that the full committee approve the letter of agreement. When that was accomplished, he felt that the FRC would not hesitate to give formal designation to Maryland.

In September, an Ad Hoc 4-C Steering Committee was called together and approved the letter of agreement signed by the heads of four state departments and requested the FRC to designate Maryland a pilot state. The FRC voted to remove the conditional status from Maryland at its October 20 meeting.

Organizational Plans

The first plan of the ECC to expand its Advisory Council, adopted in June, called for a preliminary or Ad Hoc Steering Committee of about 35 members. An executive subcommittee of the Steering Committee, of no more than 16 persons, was planned to provide close direction to the 4-C staff activities which the Maryland Committee for the Day Care of Children volunteered to perform in behalf of 4-C.

Initially, it was planned to hold a state-wide meeting of some 750 to 1000 in the early Fall. The attendees would elect approximately 94 of their number to a State 4-C Committee, which would in turn vote on nominations to a 33-member executive committee. Of course, at least one-third of the executive committee would need to be parents of children enrolled in a variety of public and private programs. Also, because of their predominant interest in early childhood, it was felt the following agencies and organizations should have one or two members nominated to serve on the executive committee:

Department of Health (2)
Department of Social Services (2)
Department of Education (2)
State Economic Opportunity Office (2)
Conference of County Health Officers (1)
Association of Superintendents of Schools (1)
Association of Supervisors of Social Services (1)
University of Maryland School of Psychiatry (1)
Towson State College Department of Early Childhood Education (1)
Maryland Council of Churches (1)
Maryland Association for the Education of Young Children (1)
Maryland Committee for the Day Care of Children (1)
International Ladies Garment Workers Union (1)

Business (1)
Proprietary day care operators (1)
Interested citizens at large (2)

Having determined an ideal makeup of a working 4-C committee, immediate action was taken to call together as an Ad Hoc Steering Committee representatives of as many of these groups as possible. The initial meeting of this Committee was held in September. This group requested unconditional pilot designation from the FRC, elected Dr. T. K. Muellen of the Department of Education as Chairman, and appointed a by-laws committee.

At its October meeting, the Ad Hoc Steering Committee considered plans for the permanent organizational structure of 4-C. Nineteen members attended, including five parents. They decided that the present Steering Committee should become a Board of Directors, with a much larger state-wide Advisory Council. This Council would meet (probably annually) and function strictly in an advisory capacity. The Board would elect an executive committee to serve at its pleasure.

The Ad Hoc Steering Committee rejected two alternate plans. One would involve calling the largest membership group the Board of Directors, with a Steering Committee of 33 people directly responsible to the Board, and an executive subcommittee responsible to the Steering Committee. The other plan would have the 33-member Steering Committee function as the Board of Directors with no larger membership group.

Permanent Organization

With the approach of the state-wide 4-C conference, the Ad Hoc Steering Committee decided it would be more appropriate to postpone elections to 4-C membership posts until after by-laws were adopted. The new organizational plan was described and no objections were raised from the conference participants.

After the conference, then, the Steering Committee changed its status from ad hoc to permanent. An executive committee was formed consisting of the Steering Committee Chairman and Vice Chairman and the Chairmen of the proposed permanent committees on administration, training, funding, program development, research and evaluation, and public information.

The by-laws committee, which met first on October 3 with DCCDCA Field Officer supplying samples from other states, completed its work in April of 1970. The Steering Committee immediately adopted the proposed by-laws and made plans for elections to be held the next month.

Incorporation

At its December meeting, the Steering Committee appointed the Maryland Committee for the Day Care of Children as its interim fiscal agent in order to receive the pilot funds, while it investigated the possibility of incorporating to become its own fiscal agent.

Discussions about the advisability of incorporation consumed the January meeting. An alternative to incorporation was to make the 4-C Committee a commission in the office of the Governor. As an attorney at the meeting pointed out, the advantage of being a planning commission in the governor's office is that the agency could use the power of the Governor to command responsiveness from other agencies, which would greatly facilitate coordination and planning. However, the disadvantages were that a commission must go through the budgeting process of the State Budget Bureau and must adhere to state procedures in procuring supplies or materials, both of which are burdensome when quick action is required. Consequently, in April the group voted to proceed with incorporation.

State-Wide Day Care Conference

The idea for a state-wide conference came early in the development of 4-C.

Only a month after Maryland was given tentative designation, Mrs. Edlund wrote the FRC outlining Maryland's progress toward planning a 4-C program. First on her list of priorities was the sponsorship of an annual state-wide day care conference for the early fall to include all persons (including parents) who are involved in developing and operating early childhood programs. The purpose of the conference was to surface an interest resource group for 4-C. In her letter, Mrs. Edlund wrote that the advantages of such a conference are:

- to provide an overview of the day care situation in Maryland
- to give a thorough and inspiring account of the 4-C program
- to present position papers
- to gather ideas, thoughts and feelings from the participants.

Throughout the summer and early fall, the idea of a state-wide conference gained momentum. At the initial steering committee meeting in September, Hoffberger described the preparations for a state-wide meeting of public and private agencies, parents and interested individuals to be held October 30 for the purpose of introducing the 4-C concept.

During September and October, the DCCDCA Field Officer repeatedly suggested that the 4-C Steering Committee hold orientation-training sessions for parent representatives to eliminate the difficulty which parents lacking government orientation have in participating in 4-C activities. These, he urged, should be sponsored prior to the October 30 meeting. Although everyone agreed that such sessions would be a good idea, none were ever held.

Much of the planning for the conference, entitled "Maryland's Young Children -- Whose Responsibility?", was led by 4-C members from the Maryland Committee for the Day Care of Children. The Conference planners filled their agenda with an impressive list of speakers for the October 30 mass meeting at the Thomas B. Turner Auditorium in Baltimore.

Fred Digby, Assistant Regional Director for Head Start and Child Development, HEW, officially announced at the conference that Maryland had received formal designation as a pilot State.

Several speakers emphasized the importance of 4-C in improving and expanding child development efforts in Maryland and in utilizing to the fullest human and physical resources. Maryland's Governor Marvin Mandel and Baltimore City Mayor Thomas J. D'Alesandro, III gave additional support for 4-C and welcomed the conferees.

Jule Sugarman, Acting Director of the Office of Child Development at the Department of Health, Education and Welfare stressed the importance of the early years in the growth and development of children. Fred Digby outlined the background of the 4-C approach to services for children and gave a nuts-and-bolts account of its development.

An audio-visual presentation highlighted children's programs in Maryland. The afternoon session was devoted to answering questions about the concept of community coordinated child care, how to implement 4-C state-wide, and the organizational plans of the State committee. A panel composed of Steering Committee members, including the DCCDCA Field Officer, responded to questions.

All in all, the Conference was highly successful. Turn-out was excellent -- 600 persons, representing nearly the entire gamut of day care, from government officials to private operators to parents. All came seeking information about the new Federal program. Enthusiasm at the end of the day ran high.

The disappointment came later. Maryland failed to capitalize on this enthusiasm. By planning no follow-through to the Conference, the Maryland 4-C lost nearly all the momentum which the Conference generated. To characterize the pilot's history, 4-C began with a burst of energy, showed peak performance at the Conference, and then began to slow its pace.

No mention of conference follow-up was made until the April meeting when Dr. Muellen suggested sending a newsletter on a regular basis to those who attended the 4-C Conference in October. The group decided to issue a newsletter after the May meeting which would contain a review of the year's operations, a listing of the sub-committees and the new officers, the current status of the 4-C committee, and the status of the information regarding Title IV-A funding. Although newsletter responsibility was delegated to the sub-committee on public education and information, no issue was ever prepared.

Funding

The only funding for the Maryland Steering Committee received during the pilot period was the $9,000 due it as a 4-C pilot.

After appointing the Maryland Committee for the Day Care of Children as its fiscal agent, the Maryland pilot entered into contract negotiations with the DCCDCA and received its pilot grant in January, 1970.

To explore alternate methods of funding, early in January the 4-C committee sent a funding proposal utilizing Title IV-A funds to the Regional Office of the Social Rehabilitation Service, requesting a ruling on the use of IV-A funds for 4-C administrative purposes.

On February 6, Mrs. Kate Helms, Acting Chief of the Community Services Division, HEW, responded that Title IV-A funds could not be used for 4-C administrative purposes because the 4-C program was not considered an integral part of IV-A. She went on to point out that as a participating agency in the 4-C mechanism, the Maryland Department of Social Services could contribute a share of the costs, but could use IV-A money only in proportion to the number of AFDC recipients which would be benefited.

Another barrier, Mrs. Helms pointed out, stemmed from the fact that the in-kind contribution of staff time from the Department of Social Services was already being financed in part from Title IV-A, meaning that Federal funds used for those salaries, in essence would be used to earn an additional Federal share. Using Federal money to generate other Federal money is strictly prohibited by HEW guidelines.

To quote from the letter:

> "The whole thrust of this proposal, as suggested at the beginning, seems to bear on Title IV-A funding the 4-C program. In actuality, Title IV-A is merely one of many sources which should be used for a share of the costs proportionate to the number of IV-A recipients who receive some form of direct or indirect service from 4-C. The 4-C Steering Committee in Maryland should be helped to understand the limitations of funding under Title IV-A."

A memo clarifying that IV-A funds could support 4-C efforts was issued in July by the Washington headquarters of SRS.

The Maryland 4-C committee immediately proceeded to take advantage of this clarification and set about to collect additional commitments for matching with IV-A. Some funds were already pledged. In early spring, 4-C had gotten commitments from the three State Departments of Social Services, Health and Education for a total contribution of $5,000 as the State matching share.

However, following the issuance of the July memorandum the Department of Education agreed to give $6,000, the Department of Health, $2,000, the Department of Social Services, $2,000, and possibly more, and a private source, $2,000. This money, when matched, gives 4-C a budget of nearly $70,000 for the new fiscal year.

In order to fund the 4-C effort, the State Social Services Department needed to revise its social services plan for expanding IV-A funds. This revision was expected to go into effect September 1.

Director Hired

With an optimistic funding picture, the 4-C committee hired a director at its August meeting. This hiring marked the first expenditure of pilot grant funds. Mrs. Marjorie Teitelbaum, previously executive director of the Planned Parenthood Association in Maryland, accepted the position.

The decision to engage a director culminated many months of indecision due to the severe funding problem. Although in early spring a subcommittee had been charged with screening and selecting applicants, the Committee refused to move on the issue until a more secure funding base had been found.

The Committee's display of lethargy in seeking a director had negative repercussions on the 4-C effort. Without a director, the 4-C had no focal point for energizing action. The Committee members reversed their previous position and decided to proceed with hiring a director even if only on a part-time basis.

4. RECOMMENDATIONS

- Secure a permanent funding base through Title IV-A.
- Through the new Executive Director, move quickly to provide the technical assistance necessary to held Maryland's local communities establish 4-C mechanisms.
- Drawing on the experience of the October 30, 1969 Conference, plan and execute on a regional and/or State basis a similar one to two day conference sometime in early fall 1970. The purpose of this conference would be to reactivate state-wide interest in 4-C and to interpret the Federal resources then available for child care.
- Conduct on a regional basis several workshops involving the parent members of the State 4-C committee. The lack of involvement by parents is by far the weakest link in the State 4-C committee's development.
- Develop a strategy for keeping the line of communication open between the 4-C committee, the Region III Office of Child Development (HEW), and the national Office of Child Development.
- Conduct a briefing, including preparatory papers, for the Congressmen and Senators from the State of Maryland. Use the existence of the State 4-C committee as a force to encourage legislators in the development of comprehensive child care legislation designed to serve the heterogeneous needs of the State's population.
- Allocate money and develop the mechanics for the eventual production of a State 4-C Newsletter. Purposes of this newsletter would include: (a) the exchange of information between local 4-C programs, (b) pending legislation and developments in Washington and Annapolis, (c) a general communications link.

- Make a determination of the needs of the Maryland 4-C Committee and the various community programs for the next year. Develop and fund a staffing pattern commensurate with identified need.

- Develop a public relations campaign capable of diffusion throughout the State through the various media. The purpose of the campaign would be to enlighten and stimulate interest in the quality aspects of early childhood care.

A Pilot History

NEBRASKA STATE 4-C COMMITTEE

Lincoln, Nebraska

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NEBRASKA STATE 4-C COMMITTEE

Lincoln, Nebraska

1. STATUS AND EVALUATION

Nebraska has created a workable 4-C mechanism in a politically conservative State which is basically suspicious of Federal programs.

The pilot has generated State-wide interest in children's programs and awareness of Nebraska's day care needs. Since its inception in 1969, the pilot has fostered the development of four local 4-C committees in the State.

Four-C's public education program culminated in a State-wide 4-C conference in July, 1970, an event that successfully sold the 4-C concept and goals to a State which looks askance at Federal intervention.

The Conference's success, as well as the success of the 4-C effort, generally, is primarily due to the governor's sponsorship. Only the support of the governor could have successfully generated agency cooperation for 4-C. Four-C also proved useful in creating uniform social service regions throughout the State.

These positive achievements were accomplished despite the Nebraska 4-C's particularly long developmental period. Its first Steering Committee, chosen hastily, lacked broad-based representation. To correct this, the pilot spent much time getting high-level agency representatives and parents to serve on the policy-making board.

A recurring problem for the Nebraska pilot was the urban-rural conflict within the State and its impact on the composition of the State 4-C committee. Because of Nebraska's rural orientation, the urban areas are often slighted in their share of various Federal and State money. This problem carried over into geographic apportionment of representatives on the 4-C board. The State committee is currently trying to correct the inequities.

Although the pilot effort was impeded by a lack of funds, and forced to be dependent on the Welfare Department for office space and clerical help, it benefitted from the leadership of Kenton Williams, Chairman of the 4-C committee, and Mrs. Virginia Hall, 4-C Coordinator. Williams was integral to the establishment and success of 4-C in Nebraska, and Mrs. Hall was responsible for developing the clearinghouse and helping with general 4-C organization.

2. BACKGROUND

Nebraska is a typical mid-western State. It is conservative in its politics, independent and distrustful of the Federal government. It is plagued with rivalries among its State agencies, and by difficult relationships between State and large urban governments, generally suspicious of change.

The State elected a small town banker as governor. Despite his typically conservative credentials, Governor Norbert T. Tiemann has reorganized his State to facilitate change. He has hired a number of bright,young, dynamic administrators.

Nebraska has its share of urban-rural tension, particularly in the area of government fund distribution. Larger urban areas such as Omaha, may end up with 25 percent of any Federal money even though they have 60 percent of the problems. This disproportionate distribution of funds comes from the rural orientation of the State, and particularly, of the State legislature. State legislators repay constituents, most of whom live in rural areas and small towns by funneling government funds to them. This urban-rural inequity of funds distribution is a major problem that any Federal program, such as 4-C, must deal with.

3. DEVELOPMENT OF 4-C PROGRAM

Pre-Designation Activity

Nebraska 4-C became viable in 1968 when Kenton Williams, Chief of Social Services Division, Department of Public Welfare, attended an initial regional 4-C briefing session in Los Angeles. In the spring of 1969, he introduced the concept to Governor Tiemann. The governor gave official approval in March 1969, to proceed with an exploratory 4-C effort.

In April 1969, Williams convened the first 4-C meeting. The meetings' participants were selected according to 4-C guidelines. Attending were representatives of relevant State agencies, providers of day care services, a university child development specialist, and interested citizens and parents.

It was a mistake to limit participation at the initial meeting by making it by invitation-only. No wide-spread announcement of the meeting was attempted, so although all categories were filled according to guidelines, there was no attempt to gain broad-based participation on the Steering Committee. This left the Committee open to the criticism of being a hand-picked group dominated by the State Welfare Department.

After the first meeting, a formal request was sent to Mr. William Henderson, HEW Region VI Representative for technical assistance and to apply for pilot designation. The letter was signed by Williams; Samuel Cornelius, Director of State Technical Assistance Agency; and Thomas Doyle, Commissioner of the State Department of Labor.

Mr. Henderson's prompt and positive reply encouraging them to proceed, gave Nebraska the assurance they needed that the Federal government was committed to the program. Included in his letter was material needed to apply for 4-C designation.

Application for Designation

Upon receipt of materials from the regional office, Williams called another meeting in May 1969. At this meeting a small subcommittee was established to draw up the application for designation.

On June 26, 1969, the State Committee reviewed the completed document. The application was unanimously approved and sent to the Federal Regional 4-C Committee in Kansas City. The proposal included signed agreements from State and private agencies as well as from parents, stating belief in and commitment to work for 4-C.

FRC Critique of Application

In July 1969, the FRC sent back the proposal for revision with three major objections:

- The FRC contended that one-third attendance at a meeting should not be considered a quorum and, therefore, Nebraska's by-laws should be changed. It was emphasized that a simple majority was more realistic and would help the committee avoid the danger of minority domination.
- The FRC did not feel that representation on the 4-C State Steering Committee was broad-based. Of particular concern was the less than one-third parent representation. Moreover, the FRC wanted to know how the parents were selected for the committee.

- FRC critiqued Nebraska's grantsmanship.

The DCCDCA sent a field officer to help Nebraska revise the by-laws and clean up the language in their application.

Designation

The proposal was re-submitted August 5, 1969, when Williams presented the application to the FRC. This proved to be a successful tactic because the FRC designated Nebraska as the State pilot that same afternoon. On August 8, 1969, the governor was notified of this action.

Nebraska was chosen as the Region VI State pilot because:

- The FRC was pressed for time by the impending deadline for pilot designation.
- Nebraska had a sophisticated understanding of the 4-C concept.
- Nebraska appeared to have a cooperative attitude from its State agencies.
- Nebraska had already involved two local communities in establishing 4-C programs (Omaha and Thurston County).

The first meeting after designation took place September 4, 1969. The by-laws were reviewed and all the suggestions mady by the FRC were officially adopted. The State Committee also decided to meet the second Thursday of every month unless there was an emergency.

Committee Priorities

The first revision of by-laws turned out to be only the first step in a continuing process. As 4-C changed and developed, so did the by-laws.

Some of the problems and questions the committee dealt with on a continuing basis were:

- How much authority would the 4-C committee really have once it began to function: was it simply an advisory body or would it have broader powers?

- How much time and money would be required from the participanting State agencies, which were already under-staffed and poorly financed?

- Where was the logical place to lodge the 4-C program and how could strong safe-guards be built into its structure so that 4-C could not be dominated by any one group or small group of agencies?

- What mechanism could be used to insure proper representation of the many local 4-C committees as they developed across the State?

- Where should the major State Committee effort be--developing local 4-C committees, or insuring State agency cooperation, revising licensing standards, and setting up a uniform system?

Several sub-committees were established to review the by-laws, set priorities and decide whether 4-C should remain within government confines or be a separate corporate body.

The committee decided:

- To allow the by-laws to remain a flexible set of working rules until 4-C was functioning and the compositon of the policy board permanent;

- To concentrate on creating a tight organizational structure at the State level before reaching down into communities to start local 4-C efforts;

- To recommend that the State Department of Welfare be named the 4-C delegate agency because of their already deep involvement through Mr. Williams.

This last decision was approved by the committee over the objections of a vocal minority which felt that the Welfare Department would dominate 4-C's development. Mr. Williams ecommended that when 4-C became independent it should be taken out of the Welfare Department and placed either under the governor's office or outside State government altogether.

Steering Committee Organization

As pointed out by the FRC the temporary Steering Committee appointed at the initial meeting lacked broad-based, representative composition. Correcting this problem turned out to be a long and decided at the regional level, and carried to the State level by the regional representative on the State committee.

Parent Involvement

Nebraska's experience with parent participation is representative of general difficulties of State 4-C's in this area. It points to the need for an orientation for parents who are often encountering government bureaucracy for the first time. Many parents have little understanding of the function of a policy making body, and even less comprehension of the technical terms which surround government programs. For instance, many laymen do not understand what HEW, HUD and other abbreviations mean. Because they do not follow the language, parents are discouraged from contributing to the discussions.

The next problem is the need for subsidizing travel expenses for parents attending meetings, and for the coordinator who does the groundwork necessary for adequate parent participation. Often parents traveled hundreds of miles to Lincoln, the State capitol, to attend 4-C meetings. Parent involvement can also entail a need for baby sitting services.

Although money was provided for travel and baby sitting, bureaucratic red-tape of the State Department of Welfare caused parents to wait months for payment--a delay which excluded many poor parents from participating. Immediate cash reimbursement or perhaps cash advancement is sorely needed.

The coordinator's communication with parents was hindered not only by a lack of travel funds but also by inadequate secretarial help. The coordinator had to depend on parttime secretarial help from the Welfare Department. Needless to say, 4-C clerical work was low on the list of priorities.

Keeping parents updated on what was happening in 4-C as well as responding to requests for information was severely hampered and the coordinator's credibility was nearly destroyed.

Despite these problems, parents played a productive role on the State Committee. Parents, representing day care consumers, have no sentiments towards the agencies. If an agency is performing badly, parents and laymen have no commitments holding them back from criticism. Agency heads, on the other hand, are responsible to agencies and have a tendency to cover up for their own organization. The agency head, representing a narrower interest group than the consumer representative, may well be more interested in preserving his agency's performance record or boundaries of authority than in seeing that children are served in the best way possible.

difficult task. Recruiting public agency and individual representatives took months.

Another problem was getting high-level agency representatives. The turning point came in April when all State agency directors attended a 4-C State Committee meeting. Meeting participants were so impressed by the 4-C concept that most of them committed themselves or their deputies to the Committee.

In April 1970, Williams was made permanent Chairman of the 4-C Steering Committee. Four-C was Williams' brain child -- it was primarily his effort that contributed to the success of the program, as well as his personal relationship with the governor.

Although Williams was so much responsible for the success of 4-C in Nebraska, total dependence on one person is detrimental to any organization. Realizing the potential crisis if he were to withdraw his leadership from 4-C, Williams encouraged others to become more involved with 4-C. This was accomplished by splitting the committee into sub-committees, and by appointing agency heads to the sub-committee chairmenships. These chairmen drew their committee membership not only from the Steering Committee but from other 4-C participants not officially committee members.

By the time of the July 4-C Conference, Williams has expanded the committee representation considerably.

Local Representation

The geographic representation on the State 4-C Committee posed a problem. A conflict arose when the Nebraska 4-C received a $5,000 State grant for training programs for day care professionals and paraprofessionsls. The State Committee divided the money equally between Lincoln and Omaha, despite the fact that Lincoln is about one-third the size of Omaha with about one-third the problems.

At a State 4-C meeting, Omaha pointed out that it did not get a fair share of the money because of inadequate representation on the 4-C committee.

Although the 4-C committee is supposed to impartially represent the entire State, the committee agreed that in reality proper geographic representation was essential to fair play. A possible solution lies in the reorganization of county-administered programs on a regional basis. Each region would then be represented on the State Committee. To limit the number of committee members, the plan calls for six regions to represent the entire State. Issues would then be

Also, 4-C participation gives participating parents skills to identify issues for other parents and 4-C encourages leadership.

4-C Conference

The Governor called a 4-C Conference nearly a year after the program was introduced into the State. Dr. Edward Zigler, Director, Office of Child Development, Washington, D.C., was keynote speaker.

The Conference passed a resolution giving unanimous support to 4-C. At the Conference the temporary steering committee was changed into a permanent policy-making Committee pointing out that no important step, such as the forming of a permanent policy committee, would be taken before informing the entire State of the program.

The Conference was an unquestionable sucess in formally launching the Nebraska 4-C program. The Governor's sponsorship demonstrated his willingness to stake his prestige on the program. His sponsorship led to the full support of State agencies who devoted time, energy and money to the Conference. The Conference produced broad-based support from throughout the State, and favorable press coverage.

Governor's Role

The Governor's supporting role was a major contributing factor not only to the success of the Conference, but to the Nebraska 4-C effort generally. Because of his backing, 4-C was able to accomplish impressive coordination at the State level. State agencies responded with enthusiasm to the Governor's call to action, and committed themselves to work together implementing coordination.

A reciprocal working relationship with the State chief executive is essential to the success of any 4-C effort.

Budget

Contract negotiations between the DCCDCA and the 4-C Committee were completed in March, 1970. On receipt of its $10,000 cash grant, the Committee hired Mrs. Virginia Hall as coordinator.

The budget outlined five official slots of a full-time State coordinator and four part-time regional coordinators. The regional coordinators did not materialize however because the stipends were too small to attract competent help, and local agencies were too hard-pressed for money and personnel to donate a person to assist in the regions.

Because Nebraska's revenue sources are scarce, the only cash which the Committee received other than the DCCDCA grant was $250 from an anonymous donor which was used for incidentals before the pilot was funded.

The budget was approximately $28,000 for the first year's operation, which included the $10,000 from DCCDCA and $18,000 from in-kind services donated by the State Department of Welfare. In-kind services include office space, supplies and secretarial help, 4-C travel expenses and parent transportation reimbursements. The pilot grant was used to pay the coordinator's salary and part of parent travel expenses.

Pilot Activities

Information Function:

The Nebraska 4-C became a clearinghouse for preschool program information. The State 4-C also acts as a referral agency for day care personnel seeking employment.

Four-C stimulated interest in preschool programs and called attention to the desperate need for more services and facilities throughout the State. This promotional activity pulled several appropriations for day care from private philanthropic organizations.

Data Collecting:

Along with its information service, the State 4-C collected data on all working mothers with children from 3-14 years, all preschool children, and all school age children to the age of 14. With this information, the State 4-C ascertained the demand for and type of preschool services needed, as well as a projection of State day care needs for the next decade.

Local Committees:

As a result of the State 4-C effort, four community programs were started: a regional multi-county (22 counties) 4-C program in Platte County, an Indian project in Thurston County, and local projects in Lincoln and Omaha. Kenton Williams chose these four locations because he had worked with them in obtaining IV-A funds. To date, the Nebraska local organization effort is one of the best in the country.

4. RECOMMENDATIONS

The following recommendations were made by the Field Officer who was technical assistant to this project:

- The pilot should begin to apply for formal recognition now that it has sufficient commitment from the Governor and State agencies, and has developed four local 4-C programs.
- The 4-C committee should secure permanent funding through Title IV-A funds by locating private matching monies so that the Welfare Department can purchase planning from the Committee.
- Nebraska 4-C should become a private entity and disengage itself from the State Welfare Department whose narrow interest cannot foster an effective statewide planning agency. Such disengagement will be easier when 4-C's funding base is permanent.
- The Committee should begin a study of preschool programs and funding for these programs to determine if money could be rechanneled and multiplied through Title IV-A.
- The pilot should build closer relationships with local 4-C committees and local government agencies to prevent political isolation. This is important because all major federal grants will flow ultimately to the local government, particularly in the larger urban area.

A Pilot History

DAY CARE AND CHILD DEVELOPMENT COUNCIL OF NEW HAMPSHIRE, INC.

Concord, New Hampshire

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DAY CARE AND CHILD DEVELOPMENT COUNCIL OF NEW HAMPSHIRE, INC.

Concord, New Hampshire

1. STATUS AND EVALUATION

New Hampshire is distinguished as the first 4-C pilot State to submit a successful application for Federal recognition. Within the State, 4-C has become the clearing-house for information on child care programs.

These are positive accomplishments in a State that moves very cautiously in embracing new social service programs and for a program that did not really begin until funds were received and staff was hired in January 1970.

Preparing the application for 4-C recognition proved to be an educational process for the State 4-C Committee. Drafting and obtaining agency agreements deepened the understanding of 4-C objectives on the part of both the 4-C Board and the agencies. Federal recognition as an operating 4-C agency has placed the pilot in a preeminent position to participate in whatever child care planning the State may eventually embrace.

One of the original intentions of the 4-C leaders was to organize the day care operators in the State to improve the quality of their programs through voluntary certification and by providing visiting specialists. While this idea was not entirely dropped by the pilot, it was eventually given a low priority.

Another task, taking a direct hand in the organizing of local 4-C Committee, was also given lower priority until recognition was achieved. The 4-C Board decided to utilize the pilot funds and the director's time to strengthen the State 4-C Committee by concentrating on the recognition process and on locating a continuing source of funding.

The 4-C staff director met demands from people throughout the State for information on child care programs, even though he was unfamiliar with the State and its programs when he became director. During the initial period, he prepared and distributed fact sheets on the 4-C concept and its background in New Hampshire, on sources of day care funds, on special food programs for day care centers, and on local contacts for public health and visiting nurses. He traveled extensively around the State, speaking to groups interested in 4-C or in starting or expanding day care programs.

The pilot's greatest concern was to find a continuing funding base. While the State 4-C was vigorous, it was unsuccessful in obtaining foundation funds. The effort to obtain planning money through Title IV-A was not supported by either the State Department of Public Welfare or by the Federal regional officials.

After six months of operations, the 4-C agency had organized its Board, gained recognition, disseminated much information about child care throughout the State, developed plans to encourage the organization of local 4-C Committees, and was contemplating deficit spending.

2. BACKGROUND

New Hampshire retains certain qualities of homespun America. Its farmers have long existed side by side with its textile milling centers. The majority of its less than a million people still live in rural areas, although its four largest cities contain one-fifth of its population. The New Hampshire legislature only votes itself token compensation for its public duties, and seems to expect every moral New Hampshire citizen to take full care of himself and his family.

But in certain ways New Hampshire does not qualify as an All-American State. It would rather live off the foibles of its neighbors than tax itself. To compensate for no personal income tax and no general sales tax, New Hampshire surrounds its beautiful scenery and well-developed ski slopes with the lottery and with cheap liquor sold in State stores. It is said that the best roads in the State lead from Massachusetts to the race tracks.

From the predilection of the New Hampshire legislature to keep the tax base low, it follows that the State expenditures on social services are kept low. To some who have struggled for adequate appropriations for social services, the State legislature is the New England town meeting gone amuck. The Legislature meets at two-year intervals; the lower house has 400 legislators (largest in the country). The president of the State 4-C agency believes New Hampshire legislators are all Yankee farmers with an average age of 64.

In any event, New Hampshire does not take pride in its social service programs, and is slow to take up new Federal programs, even mandatory ones such as the Work Incentive (WIN) program.

3. DEVELOPMENT OF 4-C PROGRAM

Pilot Designation

In March 1969, nine persons met to "brainstorm" about coordinating New Hampshire State agencies. Four of the nine were State employees. This ad hoc committee discussed the possibility of receiving funds as a 4-C pilot. As an initial step toward qualifying for these funds, the group decided to send the Region I Federal Regional Committee (FRC) for 4-C a statement projecting the committee's financial needs and its relationship to State agencies. The group concluded that the 4-C Committee of New Hampshire would function as a part of a proposed State day care association, with three areas of concern:

- To coordinate the activities of local and State child care programs, and provide a model of what quality services cost for State agencies purchasing child care.
- To establish and recommend standards for day care personnel qualifications, training, and supportive services.
- To demonstrate how local 4-C programs could relate to the State 4-C activity.

The group asked John Stohrer, chief of the Mental Retardation Office of the New Hampshire Department of Health and Welfare, to draft a proposal requesting pilot designation and to get endorsements from State agencies.

Stohrer was acquainted with Bob Briggs, a middle-level specialist in mental retardation for the regional HEW Office of Social and Rehabilitation Services (SRS), and an original FRC member. This contact may have precipitated New Hampshire's timely application to the FRC for pilot designation.

In late July of 1969 New Hampshire learned of its conditional designation as the 4-C State pilot in Region I. Massachusetts 4-interests have complained that the FRC chose the weakest state in the New England region. It is true that New Hampshire was weak in social services. If the FRC has wished to form a strong partnership with a State to improve children's programs, it could have selected Vermont or Massachusetts, which had already begun to coordinate services.

The steering committee decided to elect four officers as an executive committee to act until the entire board of directors was named. Stohrer would act as staff director until one was hired with DCCDCA contract funds.

The 4-C Committee signed its articles of association in December. The pilot then moved toward the final step in contract negotiations with DCCDCA. With the help of the DCCDCA Field Officer, they prepared a contract, which was reviewed by the FRC. A statement clarifying goals, methods, and budget was added at the FRC's request.

The contract with DCCDCA was signed January 23, 1970, and the pilot received its funds on February 16th. Thus, by early 1970, the New Hampshire 4-C was incorporated and had adopted by-laws calling for a continuing policy body and open membership. Interested persons in key agencies and other groups had been contacted an drawn into the effort. Fifty percent of the State agencies with Federal funds had joined the program. At this time, 4-C hired a staff director, Joseph E. Hughes, Jr.

The program was off to a good start, but its pilot funds had to be spent by June and the committee had only five months to develop coordinated agreements and a model for joint funding, make funding arrangements for continued staffing, respond to pressure to help expand services through Title IV-A, and develop its attractiveness as a State-wide, mass membership, day care association. They also needed to define the role of parents on the State committee.

Plans for a State Association of Day Care Operators

To establish a State-wide association of day care operators was the original intent of the ad hoc committee that incorporated after receiving 4-C pilot designation. In its proposal for pilot funds, the council stated its purposes as follows:

- To develop standards for day care facilities
- To develop a roster of facilities
- To offer guidance in training paraprofessional personnel
- To concern itself with all activities related to the provision of day care services

The Day Care and Child Development Council of New Hampshire was initially intended to be both an association of subscribers and a State-wide coordinator of children's programs through 4-C. Its membership categories included regular membership for child care facilities or agencies; individual membership for those engaged in child care activities; associate membership for any agency or individual other than a child care facility; and member-at-large for any other individual or group that subscribed to the purposes of the council. Each category was to be assessed an annual fee.

A fact sheet prepared in spring 1970 noted that the proposed association of day care centers "would ultimately be in a position to define desirable standards for the personnel and programs of day care centers (which) would have to come up to these standards in order to become affiliated with the association and benefit from its combined resources."

The council was to be financed through membership dues, grants or contracts with public agencies, and foundation money. The board of directors envisioned that 4-C would easily function as a part of this council, which, because it was incorporated, could act as fiscal agent for the State 4-C Committee.

However, in mid-spring, the council's board of directors decided that formation of a day care association should be given a low priority. With the concurrence of the Field Officer, they postponed indefinitely consideration of membership requirements, services to members, and a State-wide kick-off for the day care association. As a result, the Day Care and Child Development Council of New Hampshire presently consists solely of a board of directors, organized in accordance with 4-C guidelines.

Incorporation and By-Laws

On August 6, the Ad Hoc 4-C Steering Committee met with a Field Officer from the Day Care and Child Development Council (DCCDCA) and with Bob Briggs, who informed them that full designation rested upon:

- Setting down the steps by which the new pilot would achieve its goal to become a "State-wide Day Care Association Embodying Community Coordinated Child Care Concept," and
- Setting forth the means by which the State 4-C would utilize the technical assistance and pilot grant funds.

This group expanded itself to become incorporators of a new organization calling itself the Day Care and Child Development Council of New Hampshire, and approved a letter to be sent to agencies asking for representatives to set on the Council's Board of Directors.

At is October meeting, the steering committee accepted proposed by-laws and articles of incorporation without dissent. The by-laws called for a steering committee consisting of representatives of public and private interest. Initial board composition was to be as follows:

9	consumer representatives (parents)
1	State coordinator of Federal funds
1	Department of Administration and Control
1	Department of Agriculture
1	Department of Labor
1	Department of Education
1	Office of Economic Opportunity
1	Department of Health, Education, and Welfare
2	agency representatives (proprietary and voluntary)
5	lay representatives
1	State Day Care Advisory Committee
1	State Comprehensive Health Planning
1	Governor's committee on the Status of Women
1	Model Cities representative (Manchester, New Hampshire)
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Although the by-laws called for one-third parents on the board of directors, there was no specific parent membership requirements for the larger body of members. This lead to problems in New Hampshire's application for recognition.

Assistance to Local 4-C Committees

Another of the committee's goals that was shifted to a lower priority until recognition could be achieved was the fostering of local 4-C groups in the State. A long, unsettling controversy over this began shortly after the new director was hired. Region I OCD 4-C specialist Margaret Ward and State committee member Regina Thornton felt strongly that Hughes should spend more time creating interest in local 4-C committees throughout the State.

This was contrary to the concensus of the 4-C Committee. The director had many time-consuming and important tasks on his agenda. He was to get 4-C known among State agencies, search for sources of funds, work on FRC recognition, and disburse 4-C information generally throughout New Hampshire, all without any other staff person to help him. The OCD community representative for New Hampshire could not help because she had not received in-depth instructions regarding 4-C and the OCD specialist never found the opportunity to visit the State. To launch an effort to organize communities for 4-C was simply beyond the scope of the State committee at the time.

There were other handicaps to a local 4-C effort. While some States, such as Vermont and Massachusetts, had good chances of utilizing ADCD State/Federal matching grant programs as incentives to local 4-C groups, this AFDC plan seemed unworkable in New Hampshire, either for localities or the State Committee. The Field Officer also felt that the 4-C committee was not strong enough to effectively organize local programs in this unsophisticated, unresponsive State.

Attempts were made by the Field Officer to monitor the dispute, but the issue was raised again by Miss Thornton at the May State 4-C meeting. She pointed out that in neighboring Vermont, the 4-C chairman was preparing localities for the advent of the proposed Family Assistance Program (FAP).

However, the committee members stuck by their decision that the committee should first strengthen itself by gaining recognition and establishing a secure funding base. The group also wanted to learn more about the direction of FAP before directly organizing local communities oriented to it.

It was agreed that each committee member should take every opportunity to explain and encourage 4-C development at the local level. Somewhat later, the board agreed to hold three seminars on 4-C in outlying regions of the State, but only after recognition was achieved and if finances permitted.

Complaints about the lack of local effort were still heard as late as July, however. At a Region Workshop on 4-C in Boston, the regional OCD specialist and community representatives, the regional training officer and the assistant regional training officer in New Hampshire all brought up the matter again.

Only three communities in the State of New Hampshire have held exploratory meetings on 4-C -- Rochester, Portsmouth, and New Market After the July workshop discussion, the Sullivan/Chesire Counties PAC representative on the State 4-C Board made some attempts to start a local 4-C program in Keene. He met with little success, although he consulted with the 4-C staff director and the State 4-C president.

Funding Problems

Because of the precariousness of pilot funding, a major part of staff effort was channeled into attempts to find a strong funding base. Before receiving $9,000 in pilot funds in February 1970, John Stohrer applied to three or four private foundations in 1969 for assistance, but without success.

He knew that the New Hampshire Social Welfare Council planned to match private foundation money with Title IV-A for a State-wide, interdisciplinary social planning project. Stohrer and Hughes kept the Social Welfare Council's interest in sub-contracting 4-C alive, but the project developed slowly with no commitments made.

Meanwhile, at the suggestion of the DCCDCA Field Officer, Hughes drew up a proposal for utilizing IV-A funds and submitted it informally to the State Welfare Department. Utilizing Title IV-A to fund child care programs has been a thorny issue throughout the history of the New Hampshire pilot. Although everyone is concerned that there is some difficulty attendant to contracting funds for AFDC child care through Title IV-A, no one seems to be able to specify exactly what the prohibition is. Chief of the State Bureau of Child Welfare, Barbara Hanus, reported in May 1970 that IV-A funds for child care amounting to $850,000 would be available in the next fiscal year, with potentially $3,000 of this available to 4-C. However, she became ill during the summer, and with no one else working on the project in the Welfare Department, 4-C was unable to pursue the matter.

In general the pilot project found it impossible to get information on the workings of Title IV-A in New Hampshire. Funding was governed by a "State-plan" dictating which social service expenditures could claim 75 percent Federal reimbursement. The State plan was prepared by the State welfare department, under the direction and approval of Federal officials in HEW's Social and Rehabilitation Services regional bureau. Welfare officials never offered definitive explanations of the State plan. Margaret Ward, who had administered part of the New Hampshire State plan before becoming the 4-C specialist for OCD, promised to research it from the regional level, but produced no clarification.

In August, New Hampshire received $1,777.77 in additional pilot grant funds from OCD. In a letter to DCCDCA, the monitoring agency, the staff director reported that the balance of the 4-C account as of the new termination date of August 31, was $211.28. To quote Hughes:

> "Our financial report for August indicates the minimal expenditure necessary to maintain activities at a realistic level of operation. This $1,629 monthly figure has been pared to the utmost and because of this austerity we are handicapped in dealing successfully with even our highest priority items. While we are frantically seeking sources of funds we have thus far been unsuccessful in that endeavor. We are therefore faced with the possibility of operating at a deficit for September and October unless additional financial support is forthcoming very soon.

> "This constant searching for funds drains our resources and energies which causes us to be less effective in the pursuit of our 4-C activities. By being in constant need of funds our impact is blunted and we are significantly hindered in the planning of many long range projects."

One bright spot in the funding picture is OCD's decision to provide $19,000 per region for continuing financial support of 4-C pilots. New Hampshire has already filled out and submitted its application to the FRC to receive $9,500 of this money to sustain itself through the next fiscal year.

New Hampshire's funding difficulties stemmed from the uncertainty of the pilot status and Federal support, which made it difficult to raise other funds. New Hampshire's search for an on-going source of funds has been futile--no money is available. The most likely source--Title IV-A--was impossibly shrouded in a bureaucratic cloud.

Pilot Leadership

The leadership cadre of the New Hampshire pilot consisted of seven persons, mostly State officials, assembled by John Stohrer, chief of the Office of Mental Retardation.

Stohrer assumed the role of coordinator in the initial stages of the 4-C effort. He prepared proposals to the FRC for pilot status and to foundations for funding, drafted by-laws, and called meetings. The pilot was fortunate that he was able to devote major blocs of his time to 4-C. However, this came to an abrupt halt in late 1969 when other duties began to demand much of the attention he had previously given to 4-C.

Other State employees who consistently took official time to further 4-C aims were, Cynthia Mowles, with the Department of Education, and Regina Thornton, OEO education specialist. Desmond O'Hara, director of the Comprehensive Health Planning; Monsignor John Molan, director of Catholic Charities; and Barbara Hanus, chief of the Bureau of Child Welfare Services, were also active participants at 4-C meetings.

Stohrer resigned as acting committee president and the Board elected Jim Haddock, a private operator of the New Hope Day Care Center in Keene, to replace him. Although Haddock is articulate, enthusiastic, and effective in this position, he lived too far from Concord to provide day-to-day leadership.

However, one activity that served to revitalize the board and pull them together was the process of obtaining recognition from their FRC as a full-fledged 4-C program. It was the Field Officer's suggestion that the recognition procedure be used as a catalyst to involve board members and revitalize board leadership. Board members pulled together to decide on coordinative agreements, interpret requirements to their agencies, and obtain agency agreements. Their success in obtaining recognition on August 18, 1970 gave them a sense of unity and accomplishment.

Director's Activities

As soon as the pilot received its funds from HEW in February 1970 the Committee hired as its executive director Joseph E. Hughes, Jr., holder of a master's degree in sociology from New Hampshire University. The pilot was fortunate in getting this intelligent and personable individual because the five-month limitation on the job made hiring difficult.

Hughes spent the next two months familiarizing himself with State and Federal funding programs for children. This period of orientation was time well-spent. As a result of his acquired expertise, Hughes played an important informational role for 4-C throughout the State. His first task was preparation of a three-part paper on the function of the New Hampshire 4-C Committee and on State regulations pertaining to local and Federal 4-C Committees. In the first three months, Hughes made 18 trips around the State providing information about 4-C and other day care concerns. He was instrumental in generating local 4-C Committees in three places in New Hampshire.

Hughes also researched and compiled fact sheets on the background of 4-C in New Hampshire, sources of day care funds in the State, information on milk and special food programs for day care centers, and lists of local contacts for public health and visiting nurses. These were distributed widely throughout the State.

Most of the roles the 4-C director assumed in New Hampshire have been alluded to:

- Assist the Board determine its priorities and objectives
- Plan for technical assistance to local communities
- Write and confer on funding proposals for the 4-C office
- Try to develop broad leadership for State coordination

- Prepare and distribute information on children's programs

- Speak to local groups interested in 4-C or in starting or improving services for children

In addition, the director devoted a large portion of his time to preparing the New Hampshire proposal for 4-C recognition.

Recognition

As discussed earlier in this report, the process of obtaining recognition from the FRC as a full-fledged 4-C program held more than ordinary significance for the New Hampshire pilot, in addition to signifying that the pilot had met all Federal guidelines:

- The board's decision in May 1970 to give recognition first priority forced it to minimize, for a time, its efforts to foster local 4-C groups in the State, a decision with which one segment of the board did not concur (see section on "Assistance to Local 4-C Committees").

- The process of applying for and obtaining recognition rekindled interest in 4-C among the board members, sharpened their knowledge of 4-C and its aims in the State, and gave them a sense of unity and achievement.

Board members worked together to decide what should go into the coordinative agreements, interpret the requirements to their agencies, and obtain agreements from their agencies. The Governor endorsed the recogntiion application, and the board submitted it to the FRC on June 19, 1970.

The FRC approved New Hampshire's application, contingent upon receiving written evidence that their by-laws called for one-third parents on the policy board. Hughes prepared and the board approved an amendment to the by-laws that met this requirement. The FRC granted final recognition on August 18th, making New Hampshire one of eight communities in the country to be certified as having met all 4-C guidelines.

The recognition process proved useful in galvanizing the collective leadership for the 4-C Board and executive committee into action and forcing them to deal with the 4-C concept in realistic terms. The group benefited from discussing their immediate concerns and long-range goals.

The recognition process also proved useful to State agencies concerned with child care programs. It caused them to think in terms of coordination, which, to many, was a novel approach. The result was a tangible accomplishment, mutually beneficial to all involved.

Coordinative Agreements

The board agreed that obtaining coordinative agreements for the recognition application was a useful process for the 4-C Committee to go through with participating agencies. It was decided that Joe Hughes would visit and discuss possibilities of coordination with the chief executives with programs for children. The Field Officer suggested that one visit and a phone follow-up to each agency could produce the following:

- Informal ideas about coordination to be noted and, if useful, to be compiled in some form by Hughes
- Agency descriptions of their programs, to include the amount of their expenditures on each of their programs
- Formal and uniform coordinative agreements, applicable to most service agencies

Neither Hughes nor the 4-C Board agreed to utilize the uniform coordinative agreement, although Hughes displayed the better examples from other New Hampshire agencies in visiting 4-C participating agencies. Instead, each agency was asked to write a letter of agreement of its own composition to the 4-C Committee.

Each agency letter of agreement contained a description of the programs within the agency, the resources available for coordination, and the actual agreement itself.

These agreements submitted with the application for recognition served three basic purposes:

- As commitments to 4-C
- As descriptions of agency programs and activities for children
- As coordinative agreements.

All State agencies (except the Department of Administration and Control) represented on the 4-C committee submitted letters of agreement at this time.

When the FRC was considering New Hampshire's application for recognition, the question arose as to whether the agreements to coordinate entailed a significant concession to 4-C on the part of the agencies, or whether they were simply statements of what agencies should already be doing.

Although the offers to coordinate were rudimentary, they were useful. It was a novel experience for agencies to realize that their programs affecting children were of interest to other agencies, and to submit their programs to a semi-private group in a format that encouraged comparison with other agencies' programs for children. Although much further effort was needed to effectively implement the agreements, they constituted the necessary first steps toward the greater goal of coordination of children's services.

Parent Participation

Joe Hughes came to realize, as he attended FRC meetings, that parent membership on 4-C committees was an important issue. The FRC preferred that parent board members be elected by parents and that they represent low-income programs wherever possible.

With this in mind and prior to submitting its application for recognition, the New Hampshire pilot established through by-laws amendments and through resolution a principle for selecting additional parents. Although the committee eventually intended to have all of its parent members represent State-wide organizations, it began the parent selection process by having three of the six Head Start Policy Advisory Committee (PAC's) in the State elect representatives to the Committee. Members were also to be obtained from the two other parent organizations in the State -- the Parent Teachers Association (PTA) and the State Association for Retarded Children.

But several obstacles remained. The committee failed to specify how the PTA and the Retarded Children would be approached or their representatives chosen. Also, under FRC questioning, Hughes could not give the income range or type of program that the parents already on the committee represented.

Most important, New Hampshire did not require one-third parents in its general membership. Although the pilot had amended its by-laws to provide for one-third parents on the Board of Directors, the FRC was concerned about the oversight in connection with the membership categories in the proposed larger body. This was irrelevant at the time, because the entire membership of the association was on its 4-C board of directors. However, the FRC requested that the by-laws be amended to show that one-third membership be parents of children participating in child care programs, and to insure that no parent be excluded because of inability to pay the membership fees. After the New Hampshire committee amended this oversight in its by-laws, it was granted full recognition.

4. RECOMMENDATIONS

The following recommendations stem from the experience of DCCDCA field staff with the New Hampshire 4-C program:

- While the pilot has been energetic in pursuing all possible sources of continuing funding for their coordinative and public education functions, it must continue the search. It is crucial that 4-C have the stability of a certain source of funding if they are to be treated seriously by State agencies or engage in long-range planning and the evolutionary process that coordinative agreements aspire to.
- Ways should be found to give technical assistance to local 4-C efforts, starting with planned sectional workshops for local citizens.
- A retreat to plan sectional workshops for local citizens and to devise forms of technical assistance Board members can offer on a sustained (if occasional) basis would be beneficial.
- The committees activities as State-wide clearing-house for child-care information should be continued and strengthened.
- An authoritative publication on how to start a day care center, summarizing general difficulties, referencing current literature, and detailing State licensing, zoning, building, educational and other requirements, would be a valuable project for the New Hampshire 4-C program.
- Establishment of a model day care center in a New Hampshire industrial setting should be encouraged by 4-C, which might even develop a proposal and seek funding itself.

- An interagency training program for key personnel is needed, giving a broad picture of the State's services to children, the 4-C concept, and possibilities of coordination.

- Tie-ins with the Governor's Office are needed and the committee must be aggressive in informing State planners with responsibilities for comprehensive planning about the needs of children.

- A legsilative subcommittee to propose needed child care laws should be considered. It should be composed only partially of Board Members and should include a strong citizen component to complement the recommendations that the existing Advisory Committee on Day Care might be charged to give the Governor and State agencies.

- Evaluation of 4-C membership categories should be continued. Parent associations should be organized where appropriate and official representation sought from all relevant State agencies.

A Pilot History

STATE OF OHIO 4-C PILOT

Columbus, Ohio

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STATE OF OHIO 4-C PILOT

Columbus, Ohio

1. STATUS AND EVALUATION

The designation of the State of Ohio as a 4-C pilot by the Region V Federal Regional Committee in June 1969 was accepted by the Governor amid favorable first responses from State agencies. However, the 4-C effort in this State did not even advance to the point of applying for the pilot funds due them.

At the time of its pilot designation, Ohio was forming a Day Care Advisory Council to administer new State day care legislation. This Advisory Council was given responsibility for developing a State 4-C program.

The first group discussion of 4-C by the Advisory Council was held seven months after pilot designation. It triggered defensive responses from the State agencies, with Welfare in particular concerned least 4-C acquire a policy-making role. The 4-C effort was shunted off to a subcommittee. The few preliminary tasks developed by the 4-C subcommittee were never carried out since the staff person assigned to 4-C was withdrawn to perform higher priority business of the Advisory Council.

Thus, 4-C never received strong direction. And any chance that 4-C might develop independent stature in Ohio has probably been preempted by the introduction of the child development program of the Appalachian Regional Commission, which offered the attractive possibility of $100,000 in planning money for a statewide program.

Lacking Federal mandate, the creation of a 4-C program at the State level in Ohio is unlikely.

2. BACKGROUND

The Region V Federal Regional Committee in Chicago expressed the following reasons for choosing Ohio as the State pilot on June 17, 1969:

- state agencies in Ohio were generally inadequately staffed, and the state could undoubtedly use some outside expertise to very good advantage

- Ohio had eight Model Cities
- the State was receiving a substantial amount of assistance from the U.S. Department of Agriculture

Initial reactions from State agencies were favorable and enthusiastic. The Governor's office accepted Ohio's designation as a 4-C Pilot and lodged the responsibility for it with the new Day Care Advisory Council, created by new licensing legislation which was passed later in the summer, 1969.

Under the new day care legislation, the Advisory Council was to relate to the Department of Public Welfare which created a new section, called the Bureau of Day Care Services, to administer the new licensing law. The Bureau of Day Care Services was formally organized early in November and held its first meeting early in December 1969.

Under this structure, Mr. Denver L. White, Director of the Department of Public Welfare, was in a position to make the decision that the State 4-C pilot effort should not begin until the Advisory Council had begun its work. There was, then, no work done or progress made between the time the State of Ohio was designated as a pilot (6-17-69) and the early part of December.

The only accomplishment during that time was the distribution of material to people on the State level to inform them about 4-C and to prepare them for participation in the 4-C effort.

3. DEVLOPMENT OF 4-C PROGRAM

Early in December during an Advisory Council organizational meeting, the Council decided to define who and what they were, according to their governing legislation, and to devote a meeting in January to getting acquainted with the 4-C concept. Thus, the 4-C effort did not begin in fact until January 14, the date of the first working meeting of the Day Care Advisory Council.

The Advisory Council's membership, as required by the day care legislation, consisted of four directors of State departments, six representatives of teaching, child development, medical and nursing professions, at least three parents of children in day care centers, and other individuals interested in the welfare of children.

The primary purpose of the Council, as stated in the legislation, was to serve as an advisory and consultative body to the Department of Public Welfare, particularly in the area of licensing requirements and procedures, and also in the implementation of the Day Care Subsidy

Bill for low-income families which had been recently passed by the State legislature. During its first organizational meeting in December 1969, the Advisory Council made the question of licensing its first priority, the implementation of the Day Care Subsidy Bill and the State 4-C effort as second and third priorities. It was also determined at that time that one professional employee of the Bureau of Day Care Services would staff the 4-C effort. Mrs. Earnestine Murray, one of the four members of the Bureau's staff, was assigned this responsibility.

Most of the meeting on January 14 was devoted to discussion of the 4-C concept, beginning with an oral and slide film introduction by the field officer from the Day Care and Child Development Council of America (DCCDCA), who was making his third technical assistance visit to the pilot. Many of the members of the Advisory Council, it became clear, had little idea of what 4-C was all about.

Early Problems

The principal concern voiced at the meeting revolved around the issue of policy-making. The Council's advisory role to the Department of Public Welfare was clearly stated in the legislation, while its role as a 4-C committee on the State level involved a different, as yet undefined, role or function.

Several agency members of the Council, and especially the Department of Public Welfare, opined that the Council, when acting as the State 4-C committee, was nothing more than an advisory body. On the other hand, some felt that the State 4-C committee should be involved in more than merely advising, and that the concept of coordinating and cooperating called for influencing decition and policy-making processes.

The conflicting roles of the Advisory Council as assistant to the Department of Public Welfare and as the State 4-C Committee also posed a serious problem. In practice the Department considered itself the principal agency responsible for determining the role and function of the State 4-C Committee. Other members of the Committee, both agency and private individuals, were determined not to let the Department dominate the 4-C effort. That the Department provided staff for the 4-C Committee further complicated this problem. No formal agreement was ever arranged delineating to whom the staff person, Mrs. Murray, was responsible. The Department of Public Welfare and the Bureau of Day Care Services assumed that Mrs. Murray was responsible to them.

Because the Advisory Council was heavily burdened with the statutory responsibility of assisting to develop a State day care licensing process, it had little time for 4-C pursuits. At the January meeting, the Council formed a smaller "4-C Work Committee to draw up a work plan for the State 4-C effort." Mr. Clifford Cox, the Ohio Department of Urban Affairs, and Mrs. Jeannette Taylor, a Day Care Coordinator in Cincinnati, were appointed co-chairmen of this work committee by Council Chairman, Mrs. Pauline Reulein.

Planning Operations

The principal task of the Work Committee was to devise a plan of operations. It was decided quickly that a temporary set of bylaws be developed and that some specific areas of cooperation and coordination on the State level be defined and pursued. Unfortunately, the initial reservation on the part of the Department of Public Welfare and the Health Department interferred. At least two or three meetings of the Work Committee were taken up with the whole question of the 4-C Committee's developing as an advisory versus a policy-making body.

In order to establish some common basis on which to begin the 4-C effort, the DCCDCA field officer developed a working paper, which attempted to define clearly the nature of a commitment which individual agencies or interests represented on the 4-C Committee should have to the 4-C process, particularly as it affects that agency's or interest's responsibility to determine and make policy.

To quote a major analysis from the working paper:

> "...one of the functions of a State 4-C Committee brings us to the point: 'Developing joint arrangements for monitoring and approving those programs for which State agencies are responsible.' This function obviously will affect "policy" of the agencies involved.
>
> "But one thing must be made very clear. The 4-C process is not a pre-packaged Federal program being imposed on States or local communities in a "take it or leave it" fashion. It is rather the beginning of a planning, coordinating and mobilizing mechanism to make more rational use of already existing resources, eliminate duplication and waste, and to bring to bear other resources to provide for gaps or unmet needs. It is true that this will necessarily lead into the area of policy making. But that does not mean that a 4-C committee will dictate what an agency's policy will be.

> "Rather, it means that individual agencies and interest groups will determine their policy in consultation with other groups who are involved in providing services to children. Each group, particularly State agencies, frequently determines policy according to legislation and/or regulation. Many times there is more latitude to set policy according to less stringent guides.
>
> "In any event, the State 4-C Committee will provide a mechanism for the State, through its individual agencies and interest groups, to determine policy in a coordinated and broad-based fashion. To say the least, this will be a difficult task because of the many agencies and groups involved. But the only commitment that is now being asked is a commitment to begin to set up the 4-C process. This process will vary somewhat with different localities, but the Congress has ordered the Federal agencies to initiate such a process in the area of child services. The Federal Government, therefore, has committed itself to help create such mechanisms.
>
> "That is where we are. The whole question of the exact nature of what power a State 4-C Committee will have or not have is defined at this point only by the broad objectives and functions and criteria already referred to. The 4-C process or something similar to it is very definitely the direction the government is going. Our task as a pilot project is to make that process work so that it will accomplish the objectives."

The positions outlined in the working paper helped to wind-down the great debate by the latter part of February. At this point the Working Committee decided to continue its previous plan of operation--namely, the development of temporary by-laws and identification of areas where cooperation and coordination might be quickly defined and pursued. The Working Committee obtained additional parents to conform to the one-third parent requirement in 4-C guidelines.

Two areas surfaced as good starting points--training and assessment of the kinds of services provided by various State agencies and the relationships between agencies providing these services. The rationale behind this decision was that if the committee had a broad view of the types of services which agencies provide it could devise practical plans for cooperation and coordination. The staff person was instructed to collect the information needed in order to pursue this course.

At this time, however, the Bureau of Day Care Services rescinded the use of Mrs. Murray, who had to return full-time to the Bureau because of its heavy work load in implementing the new day care legislation. As a consequence, of course, none of the 4-C tasks were performed. Although there was some discussion of assigning committee members to those tasks, a consensus held that this was not feasible because of members' other responsibilities. In effect, this left the Committee in a position with only the capacity to discuss, but not to implement.

The 4-C Committee's only practical work and service during these first months of 1970 was providing a degree of 4-C information and materials to local communities throughout the State. This service was provided largely by the DCCDCA field officer for the pilot.

Pilot Funds

During this time, also, there was some discussion about the use of the pilot money available to the State 4-C Committee. However, two basic questions concerning contracting for the money went unanswered. First, how should the money be used? And second, who would contract with the Day Care and Child Development Council for the pilot funds? The small amount of the funds ($6,000) plus the reluctance of several committee members to use the Department of Public Welfare as fiscal agent and the small amount of time left in which to spend those funds resulted in a complete standstill. The Committee never contracted with the DCCDCA for pilot funds.

FRC Assistance

All during this time the members of the Work Committee met several times with the Field Staff Officer and the Federal Regional Committee representative Mrs. Rachel Robbins. The feeling of both Mrs. Robbins and the field officer was that if the Committee could accomplish something tangible it could eliminate some of the doubts and fears of some of the Committee members. Although Mrs. Robbins spent much time and made several visits attempting to convince the Committee to take this kind of an approach, her effort failed.

Efforts to Relocate 4-C

It was obvious that the 4-C effort on the State level was going nowhere. In order to put the State 4-C effort on a firmer base, the 4-C Comittee decided to approach the Governor's office asking for a formal mandate establishing a State 4-C Committee. The Committee felt that State agency people would take a more active interest under such circumstance. Mrs. Pauline Reulein, Chairman of the Advisory Council, initiated and attempted to carry through this plan. Although the Governor's office was never reached, she solicited support from two or three State legislators who were interested in the child care field.

By May, the members of the Working Committee agreed that:

1. A more neutral location for the 4-C effort had to be found; and

2. Resources for planning and staff had to be located.

The Welfare Department, by this time, had acceded to the idea that the 4-C effort should be located some other place besides the Welfare Department. Mrs. Pauline Reulein, Chairman of the Advisory Council, urged that the administrator of the 4-C effort be answerable to the Governor's office rather than to any particular State agency.

ARC Proposal

In mid-May, a new development occurred. Ohio has more than twenty counties which fall within the Appalachian Region. Under a new program of the Appalachian Regional Commission, (ARC), each of the thirteen States represented on the Appalachian Commission could obtain $100,000 in planning money to develop child development programs. At present, five States have gone forward with the planning effort.

The Ohio pilot decided to develop a proposal to take advantage of these funds. The interesting and pertinent factor in this particular resource was that the $100,000 could be used for planning child development programs not only in the Appalachian areas but state-wide. This proposal was funded by ARC in the summer of 1970.

A New Location for 4-C

The guidelines for use of these monies call for the creation of an interagency committee of top-level State agencies. The representation on this interagency committee is roughly similar to the 4-C representation. The principal drawback in terms of 4-C representation is the lack of user participation--parents. Since the guidelines do not prohibit participation by others than those specifically mentioned, several members of the 4-C Committee -- including Mr. Charles Cox of the Department of Urban Affairs -- saw no difficulty in enlarging the representation on the interagency committee. Since the Department of Urban Affairs administers the State's role in ARC affairs, it was suggested that Urban Affairs, rather than the Welfare Department, assume the administrative responsibility for the State 4-C effort.

Consequently, in May 1970 the 4-C Working Committee entered into discussions with the Department of Urban Affairs about a transfer of 4-C. It was agreed that the Ohio interagency committee for ARC would become the policy board for 4-C also, and the Department of Urban Affairs would provide staff support to both programs.

The transfer of 4-C from the Day Care Advisory Council to the ARC interagency committee was being completed as the 4-C technical assistance period came to a close in August 1970. It remains to be seen whether 4-C will become a program with useful functions to perform and its own staff, or whether it will be a step-sister to ARC activities as it was to the Advisory Council.

Generalizations from the Ohio Experience

The 4-C concept, when applied to the States, is much different than when applied to local communities. The essential reason for this is that states do not in fact provide direct services. They are administrators. But they are also administrators who are usually much more bound by regulations and legislation. The material available on State 4-C committees does little more than apply the 4-C concept to the State level as if it were structured like local communities.

The Ohio experience shows that the agency to provide staff for the 4-C effort must be carefully chosen. In fact, the better path to follow would be to lodge the responsibility and administration for the 4-C effort in an independent source, such as the Governor's office. This not only gives it some kind of independence but also provides a strong base from which to operate and deal with State agencies.

The State 4-C effort must be adequately funded -- not only in order to implement the 4-C process at the State level but also to be of service to local communities throughout the State. Perhaps the most disappointing fact about the Ohio State 4-C committee was its inability to provide much help and information to local communities. Local areas interested in 4-C looked to the State for leadership and help, but usually found that they were farther ahead than the State.

A Pilot History

OREGON STATE 4-C STEERING COMMITTEE

Salem, Oregon

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OREGON STATE 4-C STEERING COMMITTEE

Salem, Oregon

1. STATUS AND EVALUATION

A traditionally conservative attitude toward Federally supported social service programs and a serious economic recession combined to make the State of Oregon less than receptive to the 4-C program upon its introduction in mid-1968.

Apprehensive that unwillingness to participate in 4-C might affect Federal decisions on priorities for future funding, Oregon decided that it might be wise to cooperate.

In the fall of 1968, the Oregon Board of Education formed an interagency 4-C steering committee to discuss child care problems in the State, but this never developed into a viable organization. In April 1969, the Governor recognized the problem by appointing a Commission on Youth to coordinate Federal, State and local agencies involved in programs affecting children and youth in Oregon. This Commission in June 1969, assumed the responsibility for creating a 4-C committee. In August, Oregon was designated a State 4-C pilot.

Unfortunately, the issue of 4-C became peripheral to the main business of the Commission (which did not in reality coincide with 4-C as it appeared on paper), and, by the end of the pilot period, Oregon had done little else than create a proposed work plan. There was no distinct leadership of this committee until a coordinator was hired and assumed her duties in July 1970.

The prognosis for 4-C at the State level in Oregon is not good, unless 4-C gains a more independent position and its own mandate from the Governor or the Legislature, or unless 4-C becomes a nationally mandated program with clear guidelines and substantial funds.

2. BACKGROUND

The State of Oregon is traditionally conservative and suspicious of Federal encroachment on "States rights."

Oregon administrators are also understandably wary of involvement in Federal programs for financial reasons. Recent removal of residence requirements for public assistance caused an unexpected swelling of the welfare rolls and left the State Welfare Department

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with a $16 million deficit in 1970. This has reinforced antipathy toward Federal social service programs.

The 4-C concept received a cool reception when it was first introduced to a representative from the Governor's office and other State level officials at an area briefing in June 1968.

Oregon State officials emphasized their view that real coordination would develop only if the decisions of the Governor and the legislature took precedence over Federal guidelines. But they also wondered whether unwillingness to develop a State 4-C mechanism would cause Oregon to be marked by Federal officials as generally uncooperative.

This reception led to little action on behalf of 4-C in the next several months. Still, on October 30, 1968, the Oregon Board of Education created a 4-C Steering Committee composed of nine members who represented Welfare, Health, Education, the Oregon Association for Education of Young Children, Federal programs, and citizens interested and experienced in day care. Although this group discussed the fragmentation of services to children and related subjects, it never developed into a viable organization.

In April 1969, the Governor of Oregon appointed a Governor's Commission on Youth "to coordinate the efforts of Federal, State and local agencies, private industry, and interested citizens and study groups involved in various programs in working with children and young adults and ensure that programs developing and benefiting children and young adults in Oregon will be planned and administered ... without un-necessary overlap."

3. DEVELOPMENT OF 4-C PROGRAM

Informed about 4-C principally by citizens from Portland, the Governor designated his Commission on Youth as the State 4-C Steering Committee. By the end of June 1969, appointments had been made to the Committee to meet the required State and Federal requirements, including users and providers of day care services. Also by that date, four counties -- Marion, Lane, Multnomah, and Washington -- had become active in planning the creation of local 4-C committees. In the last week of June, a 4-C workshop financed by the Children's Bureau was held at Portland State University. It was sponsored by the Portland 4-C committee but had wide attendance.

In July 1969, the State 4-C Steering Committee Chairman applied to the Regional HEW Offices for technical assistance. On August 11, 1969, impressed by the apparent organization and activity in Oregon at the State level, the Region IX Federal Regional Committee designated Oregon a State 4-C pilot and allocated $8,000 of the DCCDCA contract funds to this committee.

Placing the burden of pilot selection entirely upon the shoulders of FRC's at a time when even on the Federal level 4-C was not a well articulated program and at the regional level procedural matters had been occupying most of the FRC's attention, was questioned by the Field Officer and other 4-C officials. As with Oregon's, pilot selections were most often based on paper appearances.

In September 1969, a DCCDCA Field Officer traveled to Salem to inform the new State pilot of the potential technical assistance at its disposal and contract arrangements to be made prior to release of funds by DCCDCA. The Field Officer's arrival coincided with a legislative session being held to consider approval of the funds allocated to the State pilot. Receipt of funds from outside the State without legislative approval was apparently in direct violation of the Oregon State laws.

A meeting with the full 4-C Steering Committee revealed that there were numerous conflicting factions within the group and little communication among them. Although most of the participants seemed genuinely interested in the 4-C idea, there was a distinct lack of cohesiveness attributable in large part to a lack of leadership. The group apparently hoped that "togetherness" could simply be laid on by an outside force such as the Field Officer, and expressed disappointment when this did not occur.

Delay of Funds

Reacting with no urgency to the matter of funds and who should receive them, the "Emergency" Board of the State legislature did not manage to approve a fiscal agent for receipt of DCCDCA funds until December 18, 1969. The State 4-C Committee had been working on the planning proposal and budget for the DCCDCA contract, but it was unable to submit them until the fiscal agent had been identified.

The DCCDCA forwarded copies of its proposal contract to Oregon on December 30, 1969 and on January 30, 1970, the Oregon State 4-C Committee submitted signed copies of the contract together with the program proposal and budget for approval. In the proposal, subcommittee functions were outlined as follows:

- Staff development and training
- Information, referral and membership
- Parental involvement

Members of these committees were to be designated by the Chairman and would be drawn from the Steering Committee and citizens at large.

Other points in their proposal included the intent to assist in the development of joint funding of child care and a reference to preparation for anticipated Federal subsidy of child care for low income families.

Altogether, the proposal reflected a rather cursory treatment of important requirements.

- Clarification was needed on the legal relationship between the 4-C Steering Committee and the Governor's Commission on Youth.
- Detail was lacking on the selection of members for the Committee, and, specifically, selection of parent representatives.
- Expansion of the membership base was not treated.
- There were no specific assignments for the staff coordinator, and no details on what staff/equipment/office/financial support the various state level agencies intended to furnish.
- Explanations were not made about the coordinative agreements which had been reached or arrangements with respect to administration, program and staff development which had been adopted by the committee.

Before the proposal could be approved and the contract concluded, FRC required clarification. The Field Officer went to Salem to assist in the rewriting of the proposal.

In March, the Oregon group completed a more thorough proposal and forwarded it to the FRC for its concurrence prior to the signing of the contract. During the March FRC meeting, the proposal was approved, and the contract was thereupon concluded effective March 1, 1970. The contract and a check for $8,000 were transferred to Oregon on March 26, 1970.

No flurry of activity followed receipt of the funds. It was not until May 1970 that a candidate for coordinator was identified, and she was not actually hired and on the job until the beginning of July.

Conclusions

At the termination of the DCCDCA contract in August, the Oregon State 4-C was still at ground zero. Much lip service went to the idea of setting up 4-C committees in each of Oregon's 14 demographic districts, and encouraging communities to make better use of their resources and to cooperate with community program development. A final analysis of the situation, however, showed that concrete development in the 4-C area was nil.

Oregon's lack of action on 4-C can be primarily attributed to one factor. Initial planning was left in the hands of persons on the Commission on Youth who had been appointed to do the planning in addition to their regular jobs. These gentlemen were competent enough; however, 4-C had not attracted them as a concept but had been thrust upon them as an extra chore. It took the Commission and its 4-C committee over a year to hire a 4-C staff person. The Oregon experience demonstrates that incorporation of 4-C into another body with its own prescribed tasks, even if established by the Governor, is not conducive to an energetic effort.

4. RECOMMENDATIONS

- Parent participation must be strengthened.
- Procedures for parent selection are vague -- there is little evidence that parent members are truly representative of parent interests.
- Parents lack encouragement to become full partners in the decision-making process.
- Parent's roles are not clearly enough defined.
- Parents lack incentives to attend meetings.
- The base of 4-C membership should be substantially increased from its present 19 members.
- The desirability of attaching the 4-C steering committee as a subcommittee of the Governor's Commission on Youth should be carefully reviewed.
- The committee needs to make a long-term commitment to 4-C and seek funds to supplement the pilot funds.

A Pilot History

PENNSYLVANIA 4-C Pilot Project

Harrisburg, Pennsylvania

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PENNSYLVANIA 4-C PILOT PROJECT

Harrisburg, Pennsylvania

1. STATUS AND EVALUATION

Pennsylvania is still an embryonic 4-C pilot in terms of fulfilling specific program aims and goals.

However, Pennsylvania's approach to the administration of one of the largest programs for child care services in the country today substantiates the validity of the 4-C concept.

by several able people in the state government, Pennsylvania has displayed imagination and innovation in obtaining through Title IV-A and through Model Cities $32 million for day care. The IV-A project was enabled by an action of the state legislature which appropriated $2 million to be matched for the specific purpose of creating a day care services network. Shortly after these project funds came through, Pennsylvania learned that the Appalachian Regional Commission (ARC) was making funds available to its states for day care projects and experiments. In this, Pennsylvania qualified for $500,000 operating funds and an initial grant of $50,000 planning money.

With programs of this magnitude, a struggling and as yet unstructured State 4-C became overwhelmed. Although the need for coordination was apparent, 4-C was in no position to provide the vehicle. As a result, the Governor created within his office a broad-based governing board which fulfilled criteria of both the ARC and the 4-C projects to insure inter-agency coordination. The result has been an approach to coordination equal to that which could be offered by an operating 4-C.

To date, the pilot's primary accomplishment (in terms of 4-C) has been submitting to the FRC a state plan for 4-C, and thereby gaining permanent designation as a pilot. Recognition, the next logical step after designation, is still as far away as it was one year ago.

Also, the state pilot has failed to submit a detailed proposal for the expenditure of its pilot funds which prevents the DCCDCA from signing Pennsylvania's contract for pilot funds. The 4-C Committee has not acted even through it has had the contract in hand since early Spring, 1970. One of the reasons is that the personnel who generated initial interest in 4-C and who have become the mainstays of the Pennsylvania effort, are employees of the State Welfare Department.

When the Welfare Department received the large Federal grant, these employees began concentrating on administration of this program, which effectively pushed 4-C to a lower priority demand on their time. As a result, little is being accomplished in terms of fulfilling specific 4-C criteria.

Since its coordinative function has been pre-empted by the Governor's Commission, perhaps 4-C's future in a state such as Pennsylvania may lie in concentrating on the creation of local 4-C groups and in information dissemination.

While Pennsylvania may not have fulfilled its obligations according to the specific print of the 4-C guidelines, a case could be made that the concept is, in fact, thriving in Pennsylvania at the state level.

2. BACKGROUND

Pennsylvania, the state with the third largest population (about 11.7 million), is a prosperous manufacturing and farming state on the eastern seaboard. Pennsylvania is a leading producer of primary metals, ranking first among the states in steel and iron production. In terms of all manufacturing, Pennsylvania was ranked fifth, according to the 1966 U.S. Survey of Manufacturers.

With its strong economic base, Pennsylvania qualifies as a rich state in terms of revenue. Adequate state revenue usually denotes good social services in a state; and Pennsylvania is no exception. Pennsylvania's day care services will be richly enhanced by the $32 million program obtained through matching state money with Title IV-A and Model Cities money which resulted from a state appropriation of nearly $2 million for this expressed purpose..

Before 4-C, Pennsylvania began to use IV-A funds to support coordinative efforts at the community levels. Two communities --- Scranton and Philadelphia --- managed to get IV-A funds to fund their 4-C programs long before Pennsylvania was named a pilot state.

Several localities in the state are presently working diligently to implement 4-C programs, and to make 4-C a viable concept in their communities.

3. DEVELOPMENT OF 4-C PROGRAM

Pilot Selection

The State Department of Public Welfare took the initiative in seeking pilot status for Pennsylvania early in the summer of 1969.

Norman V. Lourie, Executive Deputy Secretary, Department of Public Welfare, wrote the Region II FRC on August 19, 1969, expressing the interest of various state agencies involved in child care programs in developing an application for the operation of a state 4-C program.

Acting on this letter, the FRC selected Pennsylvania as its state pilot on August 26, 1969, with the understanding that Pennsylvania would present an agreement for complying with the criteria established for state 4-C programs to the FRC for review and concurrence. (It is important to note here that Pennsylvania was designated a state pilot before it had submitted a written proposal.)

Pilot Period

The initial technical assistance visit to Pennsylvania occurred October 2 and 3. The two DCCDCA Field Officers spent most of this time with Mrs. Eunice Evans, Program Assistant to Norman Lourie, Deputy Secretary of Public Welfare.

At that time, Mrs. Evans explained, the Steering Committee was composed of one person from each of the five state departments concerned with children's programs, one person from the Community Services Organization (an umbrella organization of voluntary and private agencies), and one from the Governor's administration office.

She also reported that as a result of the work of the Steering Committee, the five government departments were already working to identify goals for 4-C; to identify and describe any programs that might be applicable to 4-C; to review Federal legislation to determine what was available; to develop state-wide training programs; to review regulations of the various departments so that a common set of regulations might be applicable in Pennsylvania.

Mrs. Evans noted that the State Welfare Department had already meshed its standards with Federal Interagency Requirements, and that the State Welfare Department approved and supervised private day care programs but did not license them.

State Plan

The next technical assistance visit came on October 13 for the purpose of prodding the Pennsylvania pilot to write its state operational plan for submission to the FRC. The Field Officer again met with Mrs. Evans and with William Dallam, the Bureau of Curriculum Development, State Department of Education, who was mainly responsible for writing the state plan.

First, the discussion concentrated on expanding the Steering Committee to involve people from private voluntary and professional groups as well as parents. The public agencies at that point were already well-represented. Mrs. Evans felt that she could arrive at a satisfactory method for involving parents, and that she would contact state-wide voluntary organizations to supply a member for the Steering Committee.

Mrs. Evans also expressed an interest in sponsoring a statewide conference on day care, preceded by regional conferences to permit all interested parties an opportunity to give input into the conference.

Following his meeting, the Field Officer stated that Pennsylvania was making good progress, boosted by a positive attitude on the state level. The only negative factor in the process, according to him, was Mrs. Evans' desire to keep everything under her control.

On October 20 the DCCDCA Field Officer traveled to Harrisburg to meet with the Day Care Task Force, which failed to meet due to the absence of most of its members. In lieu of that meeting, the Field Officer spent the time with Mrs. Evans reviewing the tentative agreement between the Pennsylvania Department of Public Welfare and the DCCDCA for pilot funds. At that time, the DCCDCA needed a budget illustrating the use of the $9,000 pilot funds and that adequate personnel and facilities were available to carry on 4-C activity at the state level.

On December 12 the DCCDCA Field Officer met with Mrs. Evans to discuss the planning proposal for submission to the FRC Committee.

With reference to the planning proposal, the Field Officer met with Ken Johnson, newly-hired Day Care and Child Development Coordinator for ~~the~~ State Department of Welfare, to put together the basic information which should be included in such a statement for the FRC.

Johnson was responsible for drafting the first plan for developing county 4-C committees in the state. The plan at that time was to set up Regional 4-C Committees in each of the six regions of the state, in addition to one committee per county. This proposal would involve regional staff personnel in the staffing of 4-C committees, while at the same time, would lessen the number of individual local people or agencies involved.

DCCDCA Contract

Mrs. Evans expressed a desire to have the state lawyers peruse the contract with the DCCDCA. On December 8, the Office of Legal Counsel, State Department of Public Welfare, sent to the Day Care and Child Development Council a list of revisions which they recommended in the contract. On December 24, the Day Care and Child Development Council sent back the contract with the revisions, requesting the Department's acceptance. The Department accepted the revisions in January.

However, before the DCCDCA and the State Department of Public Welfare could sign the contract, the FRC had to review it. Simultaneously, the FRC requested a summary of the proposed state 4-C plan, and a budget for the operation at the state level. The Field Officer wrote to Mrs. Evans on January 13 urging her to see that these requests be accomplished in January to prevent delaying the process another month. The timing was crucial since the pilot funds had to be spent by June 30, 1970.

In March, Luther Stringham, FRC Chairman, wrote to the Executive Deputy Secretary of the Department of Health and Welfare that Pennsylvania would be transferred from HEW's Region II to Region III. The letter went on to say that at its March 17 meeting the FRC was planning to consider Pennsylvania's pilot status. To do this, the FRC requested the work plan, a list of the Steering Committee members and their designations, and evidence of action taken by the Steering Committee authorizing the Department of Public Welfare to enter into contract with the DCCDCA for pilot funds. The work plan was completed in time for FRC action.

FRC Approves Pilot

At its meeting March 17, the FRC approved Pennsylvania as the state pilot in accordance with its plan of operations. In his letter to the pilot, Stringham urged the pilot to strengthen parent involvement, and to change a paragraph in the agreement with the DCCDCA to include nondiscrimination on account of sex, as well as race, color, and creed.

In May the State 4-C Committee still had not signed the contract for pilot funds. The Committee finally sent the signed contract to the DCCDCA in July although it failed to attach a budget stating how the pilot funds would be spent. At the end of August, the DCCDCA was waiting on the proposed budget before it could fund the pilot.

Federal Funds for Day Care

Four-C's position as a state coordinative vehicle for day care services was drastically affected when Pennsylvania successfully secured two major Federal grants for sponsoring new services for children.

First, Pennsylvania received funds from the Appalachian Regional Commission (ARC) which was sponsoring child development programs in the 13 states included in Appalachia.

Pennsylvania's portion of this program, administered by the Department of Commerce (with an advisory Ad Hoc task force), includes a $50,000 planning grant and $500,000 for program operation. Pennsylvania has decided to put this money into a study on rural child care services in the Appalachian Turnpike District, consisting of Somerset, Bedford, Fulton, Huntington, Blair, and Cambria Counties. The $500,000 operational funds can be matched with other Federal monies, so it is contemplated that this may be a $2,000,000 project.

Another financial resource opened in June, when Pennsylvania learned that it had succeeded in matching $2.5 million through Title IV-A, which, totals state-wide a project of $32 million for child care services in 35 counties.

The relatively staggering project was made possible during the last fiscal year when the Legislature appropriated $2 million for the specific purpose of matching with Federal monies to develop day care in Pennsylvania.

This project involves several contracts in which one agency in each region is made the responsible fiscal agent for the entire county project. Pennsylvania is insisting that joint community planning precede any signing of the contract which serves to reinforce the community coordinated child care concept. Many counties are still in the process of developing the necessary agreements to sign a contract with the State.

In one of the first expenditures of these funds, Pennsylvania Welfare Department contracted the Universal Education Corporation (UEC) to design and administer a three-pronged demonstration program affecting some 1800 children in four counties. The first demonstration will involve model programs for preschool (ages 3-5), school age children, and family care for those under three years. The second aspect is the development of a training outreach program whereby trained staff will travel to various localities to give instruction courses for day care personnel. The third is the development of standard curricula for child care programs which will adhere to certain established goals.

Governor's Committee

With the ARC program and the 4-C program both requiring broad-based governing boards, and with the addition of the new $31 million day care project within the Pennsylvania Department of Welfare, Governor Raymond Shafer appointed an interdepartmental committee to insure coordination at the state level. In June the Governor announced the Appointment of a Commonwealth Committee on Child Development and Day Care, which was designed to meet the requirements of both the 4-C and ARC programs, and to combine the best elements of both.

According to the Governor's memorandum, the representatives of the following state agencies constituted the initial membership of the committee:

Office of Administration
Governor's Council for Human Services
State Planning Board
Department of Commerce
Department of Community Affairs
Department of Education
Department of Health
Department of Labor and Industry
Department of Public Welfare

In addition, the Committee could include representatives of local government, of voluntary agencies and of consumers, and membership of the committee could be altered as deemed necessary by a majority agreement of the committee members and with the approval of the Governor.

With day care programs of such magnitude already underway, by comparison 4-C has been momentarily overwhelmed. However, contract negotiations are nearly finished, and Pennsylvania plans to use its pilot funds to sponsor two state-wide conferences, one for administrators of day care contracts in local communities and the other for day care leaders throughout the state.

4. RECOMMENDATIONS

Four-C's future in Pennsylvania involves concentrating on the creation of local 4-C groups and on information dissemination, since its coordinative function is being accomplished quite handily (and according to 4-C guidelines) by the Governor's Commonwealth Committee on Child Development and Day Care.

A major obstacle to 4-C's development at the state level was that the personnel which worked on the 4-C pilot effort were welfare department employees, and consequently intimately involved in the administration of these new Federal day care funds. As a result, the proposal for pilot funds has not been prepared and as a result, the contract with DCCDCA has not been signed, despite the fact that the contract has been in Pennsylvania's hands since early Spring. Pennsylvania can afford such a delay in action for the simple reason that the state does not need the pilot funds for coordinative purposes. Their proposal for utilizing pilot funds solely involves the funding of two state-wide conferences on day care. The 4-C pilot funds are not a major source of funds, but rather simply pin money for enhancing the state's other day care projects. For this reason, we recommend that Pennsylvania become an unfunded pilot in order to utilize the money in other areas which depend on Federal funding as sole support for their coordination activities. However, Pennsylvania should continue to receive technical assistance to assure that the state 4-C continue to serve in an information capacity and as a catalyst in the generation of local 4-C efforts.

APPENDICES

APPENDIX A

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES, BY REGION AND STATE

PREFACE

The strength and vitality of 4-C is attested to by the number of non-pilot committees that have sprung up, frequently with little or no outside assistance, to coordinate child care services in States and communities around the country. This appendix indicates the status of 127 non-pilot committees known by DCCDCA and the FRC's to be active.

For 14 states, no activity has been reported. However, many preliminary inquiries were received by DCCDCA and the FRC's from communities that were not heard from again. Regrettably, no agency or organization has the mandate or the staff to investigate all areas that report 4-C interest at one time or another. Thus, there are undoubtedly other areas not listed that are hard at work coordinating children's services. There is little doubt that the following list is incomplete and understates the extent of 4-C organization.

The term "active" means a 4-C committee that has met one or more of the following conditions:

- Received recognition by its FRC as having met the specific criteria of the 4-C Interim Policy Guide.
- Had its preliminary or "steering" committee recognized by its FRC (as in Region VII) or acknowledged by its State 4-C (as in Massachusetts),
- Has hired staff or been loaned staff for 4-C operations by one of its participating agencies,
- Has held several meetings with the intent of forming a permanent organization embodying 4-C objectives.

States or communities that only report exploratory meetings on 4-C are not listed.

* * *

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

Note on Regional Designation: By executive order of the President, all Federal Departments with regional offices were to adopt, by July 1, 1970, common regional boundaries (ten regions were designated). However, since 4-C has been in existence since 1968 and this listing of non-pilot status indirectly reflects the activities and leadership of the FRC's organized in accordance with the nine HEW regional offices, the committees are listed under their original regions in this chart. For states that were reassigned after July 1, 1970, the number of the new region is shown in brackets after the State listing. The heading for each (old) region includes the name of the headquarters city for clarity.

# # #

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES
(As of August 31, 1970

LOCATION	STATUS	COMMENTS
REGION I (Boston)		
CONNECTICUT		
New Haven	Writing by-laws	Initiated by Connecticut Child Day Care Committee.
MAINE		
Lewiston	Organizational phase; very active loaned staff.	Part of a Model Cities Title IV-A package.
Portland	Funded for 4-C through Model Cities.	In Model Cities application.
MASSACHUSETTS		
State of Massachusetts	Fully recognized	Very active in providing 4-C leadership throughout the State.
Berkshire	Acknowledged by State	Provided temporary TA by State.
Brockton	(Same)	(Same)
Brookline	(Same)	(Same)
Lawrence	State acknowledged; applied for FRC recognition	Provided temporary TA by State; has established a community day care center and a model nursery.
Lowell	Temporary staff person; applying for State and FRC Phase I Recognition.	Has Red Feather money for IV-A matching on a temporary basis.

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
Lynn	Requesting Phase I Recognition from State Committee	Has received some TA from State.
South Shore	Requesting acknowledgement of State Committee	Has received some TA from State.
Worcester	Held large organizational workshop meeting after months of spadework.	Residence of State 4-C chairman; provided TA by State.
RHODE ISLAND		
State of Rhode Island	New committee; organizational phase.	Former chairman is Governor's designee to FRC.
VERMONT		
State of Vermont	Fully recognized by FRC	Has received Federal grant for FAP child care pre-test.
Bennington	Steering committee established	Working toward obtaining contract for IV-A funds for day care.
Brattleboro	(Same)	(Same)
Burlington	(Same)	(Same)
Montpelier	(Same)	(Same)
North East Kingdom	(Same)	(Same)
Springfield	(Same)	(Same)

A-4

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
REGION II (New York)		
NEW JERSEY		
Newark	Steering committee forming	Model Cities proposing HUD supplemental funds for administrative cost funding.
Patterson	Steering committee developing coordinative agreements.	Loaned staff from Model Cities.
Trenton	(Same)	Red Feather gives staff support.
NEW YORK		
Broome County (Binghamton)	Steering committee established	Model Cities proposing HUD supplemental funds for county-wide 4-C activity.
Buffalo	Steering committee established; in-kind staff.	
Greenburgh (Westchester County)	Has hired staff.	Located within 4-C pilot of Westchester County.
Rochester	Steering committee established; in-kind staff	
Southampton	Steering committee established; incorporation status secured; by-laws written; coordinating agreement signed; work plan established; short-term training grant approved	Volunteer staff.

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
NEW YORK continued		
Syracuse	Steering committee established.	United Community Chest and Council providing staff services.
Yonkers	Steering committee meets regularly.	Located within 4-C pilot of Westchester County.
PENNSYLVANIA (III)		
Berks County	Permanent incorporated committee being established; paid coordinator.	$812,000 IV-A package includes six distinct operations; among these is development of 4-C Association.
Lackawanna County	Steering committee has staff.	Funded by State Department of Public Welfare.
Lehigh County	Steering committee established.	
Luzerne County	(Same)	
REGION III (Charlottesville)		
DISTRICT OF COLUMBIA	Paid coordinator; revising by-laws; committee meets regularly and is developing interagency agreements.	Has matched private funds with IV-A.
KENTUCKY (IV)		

The State of Kentucky has met the guidelines of the Appalachian Regional Commission in its newly developed State-wide plan for child care services. Kentucky plans to broaden the ARC guidelines to also encompass those of 4-C. However, the local committees listed were organized as 4-C committees.

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
KENTUCKY continued		
Covington	Steering committee established.	
Cumberland Gap	(Same)	
Lexington	(Same)	
NORTH CAROLINA (IV)		
Winston-Salem	Steering committee established; Consortium of colleges supplies staff.	Has applied for funding in Model Cities proposal.
VIRGINIA		
Abingdon	Steering committee established.	
Roanoke	(Same)	
REGION IV (Atlanta)		
GEORGIA		
Athens	Steering committee established; has temporary staff.	States of Georgia an Tennessee have met the guidelines of th Appalachian Regional Commission for their State-wide plan of child care services. These States plan to broaden the ARC guid lines to also encompass those of 4-C.

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
SOUTH CAROLINA		
Columbia	Steering committee established.	
TENNESSEE		
Knoxville	Steering committee has by-laws.	United Community Services initiated 4-C. Steering committee has applied to Appalachian Regional Commission for staff funding.
Nashville	Ready to apply for recognition.	
Oak Ridge (Anderson County)	Steering committee established.	
	REGION V (Chicago)	
ILLINOIS		
State of Illinois	Fully recognized by FRC; Child and Family Services supplies staff.	
Chicago	Completing requirements for recognition; loaned staff for 4-C Committee	Leadership from Department of Human Resources.
East St. Louis	Committee incorporated and has by-laws; has applied for FRC recognition	Initiated by Regional Department of Children and Family Services; Model Cities has provided funds for IV-A matching.
Kankakee	Has steering committee	

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
ILLINOIS continued		
Rockford	Has steering committee; loaned staff from Council for Community Services; working toward recognition.	
Springfield	Has steering committee and has met frequently.	
INDIANA		
State of Indiana	Coordinator employed; several meetings held; 4-C State-wide workshop planned.	Four-C Committee commissioned by the Governor.
East Chicago	Steering committee organized; several meetings held.	Began in Office of the Mayor.
Gary	Fully recognized by FRC; coordinator employed.	Funds for County Economic Opportunity Council.
Hammond	Steering committee meets regularly; has assessed community needs and is developing a coordination plan.	
Indianapolis (Marion County)	Fully recognized by FRC; part-time staff employed.	Received grant from Eli Lily Foundation for Committee Programming.
Richmond	Steering committee has met regularly; loaned staff.	

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
MICHIGAN		
State of Michigan	Governor's office providing leadership; effort is in formative stages.	IV-A funds will pay staff.
Ann Arbor	Committee has held regular meetings; developing comprehensive plan for community and day care services.	
Grand Rapids	Four-C committee is sponsoring a training grant at local junior colleges.	
OHIO		
Cleveland	Steering committee organized; sponsoring Child Welfare Training Grant; has loaned staff	
Columbus	Committee has held regular meetings; staff loaned by three agencies.	
Dayton	Steering committee has loaned staff; working on day care components of Model Cities in Dayton.	
Lorain County	Committee has held several meetings; planning fall seminars on day care issues.	In-kind office site from United Community Council.
Toledo	Steering committee has loaned staff; local training and record-keeping coordination is progressing.	

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
WISCONSIN		
Dane County	Committee has completed survey of community resources; sponsoring an OE training grant with Milwaukee 4-C.	
Milwaukee	Committee has loaned part-time staff; has applied for staffing grant from Model Cities	
REGION VI (VII)(Kansas City, Mo.)		
IOWA		
State of Iowa	Steering committee has staff and has held several meetings.	Coordinator hired by OEO.
Carroll	Steering committee has held several meetings	
Cedar Rapids	Part-time, in-kind staff for steering committee; multi-county effort.	Sees value of coordination: also looking for federal funding.
Davenport	Steering committee established.	
Des Moines	Steering committee; has applied for IV-A matching funds.	
KANSAS		
State of Kansas	Steering committee has held several meetings.	Wants Federal funding
Fort Scott	Steering committee established; has staff.	Staff provided by local industry.

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
KANSAS continued		
Independence	Steering committee established; has staff.	Community junior college provides staff.
Iola	(Same)	Staff support from local industry.
MISSOURI		
Kansas City	Steering committee has part-time, loaned staff	Wants FAP Child Care funding; Model Cities involvement by 4-C.
St. Joseph	(Same)	Interested in mobilizing existing resources.
NEBRASKA		
Lincoln	Steering committee has part-time, loaned staff	Interested in Federal funding.
Omaha	Part-time, loaned staff	Wants FAP Child Care grant.
Platt County	Employed staff.	$20,000 for 4-C from OEO demonstration money.
Thurston County	Part-time, loaned staff	Indian/rural isolated; saw as vehicle for communication with State.
REGION VII (VI) Dallas)		
ARKANSAS		
Southwest Arkansas (Arkadelphia)	Steering committee recognized by FRC	A three-county effort

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
ARKANSAS continued		
Faulkner County (Conway)	Steering committee recognized by FRC.	Developed in conjunction with matching private funds with IV-A for services.
Arkansas River Valley (Dardanelle)	(Same)	A nine-county CAA-sponsored Head Start program wishes to expand.
East-Central Arkansas	Has applied to FRC for steering committee recognition	A five-county effort.
Union County (El Dorado)	Fully recognized.	
Lonoke	Steering committee recognized by FRC.	
Texarkana	(Same)	
LOUISIANA		
State of Louisana	Steering committee recognized by FRC.	
NEW MEXICO		
State of New Mexico	Forming steering committee.	
Albuquerque	Steering committee recognized by FRC; applied for full FRC recognition.	

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
OKLAHOMA		
State of Oklahoma	Steering committee recognized by FRC.	Learned of 4-C activity and strength in the region by membership on FRC.
McAlester	Fully recognized by FRC	Wants to be eligible to administer matched Model Cities IV-A funds.
TEXAS		
Austin	Steering committee recognized by FRC.	
Crockett	(Same)	Nominated for national rural pilot designation in conjunction with neighboring Nacogdoches County.
Houston	Fully recognized by FRC.	Staff loaned by Community Welfare Planning Council.
Nacogdoches	Steering committee recognized by FRC	Nominated for national rural pilot designation.
Texarkana	(Same)	
Waco	Fully recognized by FRC.	Early Model Cities commitment to support 4-C effort.
REGION VIII (Denver)		
COLORADO		
Grand Junction (Mesa County)	Steering committee acknowledged by FRC; working toward recognition.	Seeking Federal funds

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
REGION IX (San Francisco)		
ARIZONA		
State of Arizona	Steering committee out of Governor's office has begun meeting.	
Phoenix	Has steering committee; full-time staff.	Supported by Arizona Save A Child League and Community Council
Tucson	Steering committee receives a volunteer's staff support; close to recognition.	Community Council supports with space and volunteer staff.
CALIFORNIA		
Berkeley	Committee meets regularly. Has surveyed community needs.	Has received funds and space from Board of Education and City Council.
Lindsay	Steering committee established; doing survey of community needs.	
Marion County	Steering committee established.	Sponsored by United Crusade Agency.
Orange County	Steering committee active and is drafting by-laws.	Sponsored by Community Action Council, Inc.
Riverside County	Steering committee established; Community Planning Council provides staff and supplies; survey completed.	
San Diego County	Steering committee established; has presented application for recognition.	Sponsored by Community Welfare Council.

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
CALIFORNIA continued		
San Jose County	Steering committee has met regularly for two years.	
OREGON (X)		
Blue Mountain	Has submitted proposal for recognition.	Includes two countie
Columbia County	Steering committee established.	
Dallas City, (Wasco County)	Established committee has applied for full recognition.	Seeking Title IV-A matching funds.
Eugene (Lane County)	Steering committee established.	CAA organized and loaned staff.
Hood River	Steering committee established and working toward recognition.	(Same)
LaGrande	Steering committee established.	(Same)
Lane County	(Same)	Are uncovering private funds for Title IV-A matching.
Milton-Freewater	(Same)	May match private money with Title IV-A funds.
Pendleton	(Same)	CAA organized and loaned staff.
WASHINGTON (X)		
Chelane County	Steering committee established; working on by-laws and incorporation.	

STATUS OF ACTIVE NON-PILOT 4-C COMMITTEES

LOCATION	STATUS	COMMENTS
WASHINGTON continued		
Grant County	Steering committee has done prelimary work.	Has begun a day care center.
Pierce County	Steering committee established; has bylaws and incorporation.	Has received EPDA grant; is actively seeking funding.
Skagit County	Steering committee meets regularly; working on by-laws.	
Snohomish County	Steering committee established; working on by-laws and incorporation.	
Spokane County	Steering committee has held several meetings.	
Thurston County	Steering committee established; has bylaws and meets regularly.	
Walla Walla County	(Same)	
Yakima County	(Same)	

APPENDIX B

FUNDS AVAILABLE THROUGH TITLE IV-A OF THE SOCIAL SECURITY ACT (AS AMENDED) AND THEIR APPLICABILITY TO THE 4-C PROGRAM

This report contains many references to Title IV-A of the Social Security Act as amended in 1967 -- the Federal statute that governs Aid to Families with Dependent Children. This law specifies that child care services, among others, must be provided to recipients of AFDC payments where training or employment is required of the recipient. A State Plan for administration of AFDC must be approved by the Federal government for a State agency (usually welfare) to become eligible to receive these funds. Although the basic State Plan for welfare services speaks only to present recipients of AFDC, a State can amend its Plan to also include past or potential AFDC recipients, or to designate entire neighborhoods or rural areas as eligible for AFDC.

A principal attraction of Title IV-A lies in its provision for matching funds -- 75 percent of the cost of specified services is borne by the Federal government. Out of every $100 the State spends, the Federal government will reimburse the State $75. The authorization is open-ended; i.e., the Federal government stands committed to meet its share of the costs, no matter how much is spent. Consequently, the size of programs depends upon State and local revenues appropriated for this purpose.

The State public welfare agency may operate programs of its own, purchase space and services on an individual basis for welfare recipients, or subcontract with another agency or organization for services to a group of recipients.

Obviously, this legislation has exciting potential. Quality child care services could be provided to nearly all low-income families; indeed, the 1967 amendments mandate State programs aimed at strengthening family life and fostering child development. Welfare offices were charged to participate in "community affairs that will result in the development of community resources" and to show progress "in developing varied child care resources with the aim of affording parents a choice in the care of their children." Thus, the 4-C program appeared to be a promising vehicle for welfare support.

The 4-C policy guidelines list Title IV-A as a possible source of staff funding for State and local 4-C committees. All 4-C organizers have emphasized the possibilities of using Title IV-A money, not only to support the 4-C program, but to expand needed services to a larger population than welfare children alone.

Unfortunately, this great resource has scarcely been tapped. After two years, only a handful of 4-C committees have prospects for gaining support through Title IV-A, despite intensive efforts by public and private leaders.

The problem was that to obtain Federal matching funds from Title IV-A for 4-C activities by channelling local funds through State welfare departments required nnovations in a program that was encrusted with both State and Federal regulations of long standing.

Frequently, the State's plan for welfare services was not sufficiently liberal. Some States declined to exercise the option of offering child care services to AFDC recipients. Many States planned to provide services only to current AFDC recipients, which did not provide a broad enough basis to justify such services as community planning. A State also had to have gained approval to provide services to "former" and "potential" AFDC recipients or, better still, to have provided that certain prescribed areas -- such as Model Neighborhood areas or rural development districts -- contained a high enough AFDC case load that all residents could be considered potential recipients.

The language of the State's welfare plan is important, for Federal auditors can disallow reimbursement for unapproved services, forcing States to foot the total bill for programs for which they expected to pay only 25 percent. Threatened "audit exceptions" concerning State services under the sister title for Medicaid were politically explosive in several States, and hampered all innovations in welfare services.

The "statewideness" structures of Title IV-A were a concern of State welfare administrators that also worked against its use for 4-C. Federal auditors could disallow services that were not provided equally to all parts of the State. Designed to be anti-discriminatory, "statewideness" hampered anyone trying to initiate new programs or services. Finally, in May 1970, a memo from Washington provided States with a more liberal interpretation of "statewideness". This memo originated from the Commissioner of Social and Rehabilitation Services, HEW, and after pressure was brought to bear by local and State 4-C groups and the 4-C Division of the Office of Child Development.

Another problem was whether 4-C really qualified as a planning project of benefit to welfare recipients. Some State and Federal regional officials readily agreed 4-C was an acceptable expenditure of IV-A funds, but others balked. In July 1970, the SRS Administrator issued a memo prepared in cooperation with OCD specifically authorizing the use of IV-A funds for 4-C activities.

The use of local funds to prime the IV-A pump was also a problem. 4-C participants know that almost no States were able to appropriate the 25 percent for optional child care services. Even for a modest program, the percentage is a significant burden on hard-pressed State resources. But it was explained to 4-C committees that local money could be channeled through the welfare departments to generate the return of four times the amount under the provisions of Title IV-A. This includes private money -- from United Funds, foundation grants, or business or labor sources -- as well as local public money. Model Cities supplemental funds also qualify under this category. Whether public or private, States must be able to call the locally-raised money its own to qualify it for IV-A matching. Some States have laws prohibiting the acceptance of donated funds altogether. And some State laws require that all expenditures for public programs be specifically authorized by the State legislature, regardless of whether State appropriations are used.

The two SRS memos are giving boosts to 4-C committees that have been pressing for welfare contracts for planning, coordination, and in some cases, administration of direct children's services. The several 4-C committees closest to utilizing IV-A funds at the date of the report are working with Model Cities agencies, except for a rural 4-C committee that is making final negotiations for matching the rental value of a local public building to obtain IV-A funds.

However, the whole future of Title IV-A funding is in jeopardy. One proposal pending before Congress would repeal the open-ended clause of Title IV-A, limiting it in essence to the present level of spending. The pending welfare reform package would repeal Title IV-A completely. This comes at a time when clarifying memos and a growing number of precedents across the country are beginning to make Title IV-A a useful vehicle for improving child care services through community planning and local coordination.

APPENDIX C

PILOT PROJECTS' VIEWS OF THEIR ACHIEVEMENTS AND DIFFICULTIES

These checklists were prepared by personnel from 21 4-C pilot projects attending the 4-C Pilot Workshop in Washington, D. C., July 29 and 30, 1970. The lists were compiled quickly, without prior preparation, to serve as reminders for the discussions that followed on pilot achievements and difficulties.

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HOLYOKE/CHICOPEE, MASSACHUSETTS, 4-C PILOT PROJECT

(Regional Child Care Committee, Inc.)

ACHIEVEMENTS

- Communication and dialogue between:
  1) public and private agencies
  2) a previously non-cooperating and competitive cities
  3) parents' and staff

- We are obtaining self administered and RCCC administered coordinating agreements.

- Workshops held on "Parents responsibility to the Center, and the Center's responsibility to the parents."

- Distribution of child care information to all concerned agencies and individuals.

- Setting realistic goals for 1970-71, providing funds are available, for comprehensive child care planning.

- Achieved acceptance of goals of expanded and upgraded planning by two widely disparate communities.

- Two day care centers with no prior programs of parent outreach began on a small scale due to required compliance with parent participation under 4-C to hold parent meetings.

- Some written coordination agreements were put into effect in program and staff development. Equipment has been "swapped", a workshop on "Opportunities for Parents in Child Care Work" was held, and resumes of workers have been distributed.

- A need for after school day care was identified through the parent representatives. We are now working with Model Cities, Community College and State Welfare personnel towards providing an educational early childhood day care program.

- Before 4-C, there was no direct link to indirect services affecting children (colleges, planning boards, employment services, labor unions, Chambers of Commerce, etc.) and child care agencies.

-- Certain areas of friction were identified: the authority of the Department of Health to raise standards to an extent making operating more expensive for centers; the authority of the Department of Education to approve Early Childhood curricula without consultation with operators; the absence of any financial support to day care from these agencies.

DIFFICULTIES

-- Faced with a lack of correct and current information from State and Federal officials pertaining to child care.

-- Organizing parent groups where none previously existed.

-- A feeling of insecurity of the future of 4-C pilot and other 4-C efforts at the State level and community levels.

-- Lack of Region I FRC support, except for one too-short visit by its Chairman.

-- Lack of time and funds to set up common staff development which is requested by agency staff and parents.

-- Lack of substantial representation of welfare recipients in parent organizations.

-- Some requests for coordinating letters received a "draw and fade" treatment, (old poker term). Initial enthusiasm lessened ever so slightly at the prospect of relinquishing any degree of autonomy on the part of a few agencies.

Region I

NEW HAMPSHIRE 4-C PILOT PROJECT

(Day Care and Child Development Council of New Hampshire)

ACHIEVEMENTS

- Recognition by the FRC.
- Acquisition of coordinating agreements.
- Compilation and dissemination of fact sheets.
- Have become a clearinghouse for day care information.
- Three local 4-C committees are in the embryonic stage.
- Have stimulated the starting of two day care facilities.

DIFFICULTIES

- Lack of funds for sustained operations.
- Shortness of pilot period.
- Lack of technical assistance and information from FRC.

WESTCHESTER COUNTY, NEW YORK 4-C PILOT PROJECT

(Day Care Council of Westchester, Inc.)

ACHIEVEMENTS

-- For the first time in Westchester (a county made up of many small very parochial communities) hundreds of people elected to be involved in endeavors for a single purpose - children.

-- The Steering Committee consisting of agencies, organizations and parents, has 310 members and is the policy making body. Exciting meetings! Parents have been given a majority and decisive voice.

-- Developed a 4-C training program. Three new programs have developed:
1) Interpersonal Dynamics in Early Childhood Programs sponsored by Westchester Community College.
2) Short-term training institute for leadership personnel in Early Childhood Program sponsored by Westchester Community College.
3) Arts training programs with Sarah Lawrence College.

-- Encouraged and helped to solidify team work approach with county agencies for children in early childhood programs.

-- In cooperation with County Commission of Health developed a comprehensive health plan for children and their families.

-- Catalyzed the development of early childhood training programs by several colleges in the county.

-- State Department of Social Services is more aware of the value of 4-C and is now discussing contracts with local 4-C communities for the development of day care in those communities throughout the state.

-- Encouraged the development of local 4-Cs (two in Westchester).

-- Developed a Directory of Resources at the request of Day Care Directors.

-- We have a committee surveying the county for the purpose of documenting the needs and identifying the gaps in services in each community.

-- Have achieved involvement of business and industry financially in expanding and upgrading day care in two communities.

- Increased interest expressed by additional county based businesses with headquarters in Westchester.

- Outgrowths of the Comprehensive Health Plan has started county-wide testing for rubella of all children in day care programs; anemia screening for all children; developed a nutrition program for all centers to begin with a series of food service workshops in the fall for the cooks in the all day, day care programs.

- Program being developed cooperatively with Westchester County Department of Social Services, and Cooperative Home Extension Service, and will be coordinated by County Department of Health/Nutrition Department.

- Providing technical assistance to Model Cities in a proposal to get a day care program developed.

- Increasing dependence of County Department of Social Services on 4-C to help identify needs for increased budgetary service.

- CAMPS Committee has involved 4-C in its development.

- Personnel services provided to all day care programs.

- Recognition of the value of 4-C by State Department of Social Services. We are serving as the mediator to groups starting new centers or existing ones, in the area of licensing.

- Enthusiasm generated by the concept has been great for the county, and a successful effort was made to get many agencies organized and people committed to the goal of quality care for all children.

DIFFICULTIES

- Money - promises that are unfulfilled for joint funding of 4-C.

- Recognition - why? Needs a good deal of clarification.

-- As an agency program which involves professional staff members of other agencies who have their own vested interests and loyalties, 4-C needs more lay involvement to continue momentum.

-- The goal of parent involvement is commendable and vital but achieving it is very difficult and requires much more concentration and effort.

Region III

LOUISVILLE/JEFFERSON COUNTY, KENTUCKY 4-C PILOT PROJECT

(Louisville/Jefferson County 4-C Committee)

ACHIEVEMENTS

-- Ability of community to attain comprehensive representation on 4-C Policy Committee.

-- Ease in which 4-C program has been able to elicit participating interest from public agencies involved in early child development.

-- Have been able to raise funds from local private sources, thus implementing an administrative staff to effect programs.

-- A coordinative start in staff development activity between participating agencies and groups involved in day care.

-- Developed a workable Information and Referral System (through DCCDCA contract with Center for the Environment of Man). First phase of operation now in process, i.e., gathering of initial data for system.

-- Have developed a coordinative effort in sharing of and utilization of survey and evaluative study being done by a private organization on day care, with local Health and Welfare Council.

-- Ability of 4-C Committee to become an autonomous coordinative body in the community while maintaining a fiscal tie-in with Health and Welfare Council.

-- Achieved general positive acceptance of 4-C program in the community by private day care operators and private early childhood programs.

DIFFICULTIES

-- Smoggy coordination with state programs at state level.

-- Getting parent groups involved, especially parent members of 4-C Committee.

-- Securing formal type of commitments or agreements from state and local public programs.

-- Little tie-in with state 4-C effort (this may not really represent a difficulty).

- Although much publicity has been emitted in community about 4-C concept, we have experienced little or no response for information and/or referral facts.
- Inability to implement a coordinative effort (operational) other than minimal starts.
- Lack of involvement of a significant quantity of 4-C Committee members.
- Too much emphasis on housekeeping chores by Board members.
- Need for clarification of roles of the administrative staff and the 4-C Board.
- Need for more Board involvement in Board comprehensive coordinative planning and public relations with community as a whole.

STATE OF MARYLAND 4-C PILOT PROJECT

(Maryland 4-C Committee)

ACHIEVEMENTS

-- Awareness of the current state of Early Childhood Programs in Maryland.

-- Commitment from state agencies to work together (top level).

-- Brought about a coordinated training program which might not have come about for some time.

-- Several community incipient groups formed.

DIFFICULTIES

-- Keeping the interest of the members of the Committee with no program director.

-- Funding.

-- Relationship with state administrators.

-- No Program Director.

Region IV

ATLANTA, GEORGIA 4-C PILOT PROJECT

(Community Council of Atlanta Area, Inc.)

ACHIEVEMENTS

-- More parent involvement in 4-C stemming out of parent meetings. These meetings were meaningful and most helpful in bringing parents out.

-- A line of communication at the state level. The Steering Committee of the 4-C organization met with the State representative to discuss the Donner funds and also the Title IV-A funds.

-- A general meeting of all interested persons to help in the organization of the 4-C program was held. A cross section of day care operators was present.

-- Atlanta has been able to zero in on all agencies within the area; Model Cities, E.P.A., Urban League, Y.M.C.A. and business.

-- Atlanta has been able to have co-sponsors for the 4-C program; Atlanta Board of Education, E.O.A., Model Cities, Community Chest, etc.

-- The 4-C program has organized a task force of nine committees that are functioning and each task force has charges that they must carry out.

-- The education committee has conducted tours of day care centers within the area. This gave members of the steering committee and interested persons a chance to see some day care centers first-hand.

-- The training committee is planning a training seminar. This application was presented to HEW and was funded.

-- We have met with the Athens 4-C group to discuss the pros and cons of 4-C and to exchange ideas to help each other.

-- The Atlanta 4-C program has an executive committee made up of each task force chairman, the chairman of the steering committee and one secretary.

-- The 77 member steering committee is made up of parents, operators and businesses. The 4-C program will cover the metropolitan Atlanta area.

-- Atlanta 4-C has a newsletter that is going out to members of the steering committee and service agencies.

-- Presently, the steering committee is reviewing the by-laws to become a non-profit organization.

DIFFICULTIES

-- Keeping the parents interested and making the meaning of 4-C clear as to the task of 4-C.

-- Explaining to some operators that 4-C does not have large sums of money to give to their centers.

-- There have been difficulties in getting the kind of working relationship from the state level that would be most helpful to us.

-- The question of funding from all sides.

Region IV

MIAMI, FLORIDA 4-C PILOT PROJECT

(Greater Miami Coalition, Inc.)

ACHIEVEMENTS

- Greater Miami Coalition serves as a sponsoring agency - because:
    1) It holds the respect of the community,
    2) It is viewed as "last hope" by many individuals representing disadvantaged areas,
    3) It is a strong link with private and volunteer agencies, yet also respected by public agencies,
    4) It has manpower association.

- We are now receiving pilot funds, have been recognized as a 4-C pilot and have a coordinator.

- Incorporation:
    1) Big and active Board (75 people) of which 49% is agencies (the heavies) and 51% is parents and interested citizens (the people). There is much strength on "the people's side" with an opportunity for dialogue between "the people" and agencies, and an opportunity for utilizing wealth of community resources in thirty agencies which are represented.
    2) Board and Incorporation do seem to lend strength to the Miami Coalition.

- Community-wide publicity, particularly involvement of the private sector.
    1) Publication of pamphlet.
    2) Battery of letters to owners and operators of centers (260).
    3) Workshop for owners and operators offering monthly programs.
    4) "Visible" activities, i.e., newspaper interviews, letterhead, monthly newsletter.

- Community-wide readiness. Needs are so great. We are ready and waiting for something big - Title IV-A funds or FAP.

- Model Cities - governing Board has approved 4-C administration of child care proposal (use of Title IV-A matched funds). 4-C was involved in planning from the beginning. We will be sub-contracting with existing agencies.

-- United Fund has expressed willingness to cooperate fully in matched funds for child care.
  1) Requested 4-C review of proposals for child care efforts in its approaches to United Fund. (Redland's Christian Migrant Association.)
  2) Exploring possibilities for better utilization of resources.

-- Cooperation of public
  1) Supplies relevant information, lists, statistics, etc. Close cooperation with day care unit.
  2) HUD is willing to supply statistics. Community Services Division is cooperating with Infant Care situations in calling on 4-C to assist in raising standards on these private and unsupervised situations.

  EOPI is supplying statistics and technical assistance in training efforts. CAMPS is giving its on-going cooperation and mutual involvement.

-- 4-C is being requested to make presentations the month of July to:
  1) National Council of Jewish Women
  2) Neighborhood Youth corporation
  3) Workshop on Day Care for Teachers of Home Economics
  4) Independent pre-school operators
  5) Head Start parents

  We are not having to solicit these invitations.

DIFFICULTIES

-- Lack of state level organization.

-- Hesitance of State of Florida to match private funds. (May do so now, however, Title IV-A funds are jeopardized.)

-- Obtaining guidelines regarding utilization of private funds for matching purposes.

-- Lack of meaningful definition of "recognition".

FLINT, MICHIGAN 4-C PILOT PROJECT

(Flint-Genesee County 4-C Association)

ACHIEVEMENTS

- Organizational
  1) Formed non-profit corporation
  2) Wrote by-laws
  3) Applications to join printed and distributed (48 members to date)
  4) Election of Policy Board

- Communications developed among centers, agencies and members.

- Coordination of:
  1) Simple referral system
  2) Storm warning for centers
  3) Training programs.

- Developed concept of career ladder for child care:
  1) EPDA grant for training day care workers
  2) Model Cities - Title IV-A family day care training.

- Contact with State resources:
  1) Other communities
  2) Workshops and training programs
  3) State 4-C possibilities.

- 4-C members have been made aware of community resources

DIFFICULTIES

- Existing on a part-time staff.

- Lack of business and staff support for research and paper work.

- Reaching parents. Is 1/3 a realistic number? Need special orientation.

- Getting to decision-makers in larger, more bureaucratic agencies.

STATE OF NEBRASKA 4-C PILOT PROJECT

(Nebraska State 4-C Committee)

ACHIEVEMENTS

-- Applying for and receiving training grant for day care personnel in Lincoln, Omaha, Tri-City area and Western Nebraska.

-- Cooperation of state agencies on 4-C committees:
1) DOL provided personnel in cooperation with the University of Nebraska Bureau of Big Research to develop a county-by-county statistical estimate of population and the number of women working. DOL also provided funds for personnel to travel to the statewide conference.
2) Department of Education provided a census, county-by-county, head count of children six years and under and sent questionnaires to all County Sups. requesting information on non-licensed child care facilities and programs.
3) SOPP helped with latest 1970 census descriptions and helped in suggesting building block plan for establishing multi-county 4-Cs.
4) OEO helped provide money for parents to attend state conference, sent letter to CAP directors encouraging personnel to attend. OEO also helped coordinate, write and apply for an OEO grant (now funded) to establish a 22 county regional 4-C. Head Start directors furnished lists of elected parent representatives.
5) Welfare Department donated space, supplies, telephone and secretarial service to the coordination of 4-C. It has also agreed to serve as the administering agency for 4-C funds. Welfare agreed to underwrite part of the state-wide conference for recipients of services as a training function (since 75% of Federal funds and 25% state funds were available).

-- Three local 4-Cs are now functioning:
1) Omaha - held a week long training session, sponsored by HEW and SRS personnel, on day care.
2) Lincoln - has an on-going 4-C program.
3) Thurston County - has an on-going 4-C program.

Since OEO funds are now granted, Platt Valley CAP and state coordinators will shortly be hiring a full-time regional coordinator to organize 22 rural counties into 4-Cs.

-- Four day care centers have been established through Title IV-A funds and another is applying.

-- The governor has appointed a state 4-C Chairman, and is about to formally appoint a Policy Committee.

-- The state-wide conference on July 15, featuring Dr. Zigler, the Governor and FRC people, was a tremendous success. It generated state-wide interest and recommendations to the Governor to appoint a committee.

DIFFICULTIES

-- Getting routine office work done in the bureaucracy - maddening!

-- Reimbursing parents through the State Department of Welfare's voucher system.

-- Uncertainty of the future of 4-C.

-- Suspicion of metropolitan area of a state 4-C made up of 4-C organizations.

Region VI

WICHITA, KANSAS 4-C PILOT PROJECT

(Community Planning Council)

ACHIEVEMENTS

-- Held a 4-C Conference which was well received and got good press coverage. There is a good awareness in the community of 4-C and its objectives. Through our Community Planning Council structure, we have had the opportunity to develop 4-C in a framework of coalition planning.

-- Established a permanent 4-C Committee and Policy Board with a broad community representation ready to elect its officers. We are now in the position to employ a 4-C program developer and to write our Title IV-A proposal.

-- WACAPI and Community Planning Council have teamed up.

-- CPC has a broad community base including representatives from all economic levels of child care programs.

-- We have a strong lay element in our 4-C committee and 4-C steering committee.

-- Good participation from persons of authority in other programs or on other Boards.

-- Close relationship with parents.

-- Identified early the feelings of the proprietary operators and our ability to deal with them in a positive way.

-- Sixty-four agencies, groups and organizations together discussed their problems and gaps in services and what can be done.

DIFFICULTIES

-- Exploratory meeting - identified individuals rather than groups, agencies and organizations; better to let them choose their representatives.

-- Conference planned and carried out in one month - too short a time!

-- Plans for child care and transportation to the conference were too elaborate.

- -- By-laws revised three times - impossible to see the total picture in the beginning.
- -- A great deal of time and follow-up needed to get agency, group and organization agreement (commitment forms) in.
- -- The obvious feeling of community toward community action program.
- -- Lack of financial backing.
- -- Over-worked agency staff unable to give enough time to 4-C.
- -- Much has to be done to build community awareness and support for 4-C.
- -- Funding enough staff time to move forward consistently.
- -- Postponed efforts to employ part-time Teacher/Consultant and Social Work Consultant (could not adequately fill part-time job on a temporary basis). Seemed finally a matter of putting the horse before the cart. Need to focus efforts on Title IV-A funding to provide financial stability to 4-C program.
- -- Haven't yet nailed down sources of local funding.

STATE OF ARKANSAS 4-C PILOT PROJECT

(Governor's Council on Early Childhood Development)

ACHIEVEMENTS

-- State 4-C Committee.

-- Local 4-C Committee.

-- Expanded child care facilities in El Dorado (Union County 4-C Council).

DIFFICULTIES

-- Lack of direction or encouragement from the Federal government.

-- Lack of funds.

Region VIII

STATE OF COLORADO 4-C PILOT PROJECT

(State of Colorado 4-C Committee)

ACHIEVEMENTS

-- Hired a 4-C coordinator.

-- Formed a State 4-C. Procedures used:
  1) Working committee consisting of state technical personnel, ADC mothers, lay persons, State Advisory Board and OEO personnel. (Selection was made on a state-wide level.)
  2) Sound planning for long range results.
    (a) have completed survey data on all state agencies
    (b) set up 17 organizations on a state-wide basis.
    (c) putting together data for state-wide tehnical assistance.

-- Mass communication - we have a state news staff person who coordinates TV and newspaper coverage for the State 4-C.

-- Working in a supportive role with the State to give technical assistance to Grand Junction, Colorado.

-- Community progress most outstanding. Example: total use of community resources.

-- Person-to-person contact with division heads of state departments and local agencies on a state-wide level for promotional awareness of 4-C concept. Aim: to sell 4-C concept.

-- Wrote model proposal that was accepted. The model will provide information and creative programming of day care for the school age child of 6-13 years.

-- Our aim: We are working for coordination that will be lasting (local and state level), and expand to aid quality child and family care.

DIFFICULTIES

-- Delay in hiring full-time staff person.

-- Working time for coordination has been limited, good coordination will take time.

-- Need a coming together of local and state agencies, and local 4-C pilots in terms of better communication for total and better coordination.

Region VIII

DENVER, COLORADO 4-C PILOT PROJECT

(Metropolitan Denver Child Care Association)

ACHIEVEMENTS

-- Set up and is now operating five day care centers. We will provide for 140 day care homes by December, 1970.

-- We are cooperating and assisting the State Department of Education on an EPDA Training Program.

-- Set up training programs to train 125 day care workers under CWLA grant.

-- Provided assistance to private agencies.

-- Working with public schools in establishing day care centers.

-- Working to change zoning regulations.

-- We are in coordination with Health Center pediatricians.

-- Working in cooperation with Ridge Home for the Retarded to help them train their staff.

-- In coordination with JFK Memorial Center, we are helping in training their staff for infant stimulation.

-- Working with franchise operations to insure quality day care centers.

-- Coordinated meetings of interested parties in child care.

-- Contacted building developers to establish day care centers in plot plans.

-- Planning a Legislative Indoctrination Conference in September.

DIFFICULTIES

-- The operation aspect of the program has limited our coordination activities.

-- Have not been successful in bringing together agencies working in child care.

-- Present funding restricts coordination and expansion activities.

- Uncertainty of funding.
- Coordinating with proprietary centers.

HELENA, MONTANA 4-C PILOT PROJECT

(Child Care Council of Greater Helena)

ACHIEVEMENTS

-- Organized all day care operators.

-- Organized kindergarten operators.

-- Surveyed child care needs and availability.

-- Started training workshops for day care operators.

-- Got Vocational-Tech to start a child care aid course.

-- Got most agencies to sign agreement to help child care.

-- Received money from Model Cities.

-- We have set up a working committee to coordinate child care.

-- Directed child care operators to go after Welfare money so they could improve their services.

-- Created interest and got people to establish centers; also got one person to expand his day care center.

-- Created community-wide interest in child care services.

-- Through public relations, entire communities are now thinking and talking about child care.

DIFFICULTIES

-- Not enough handout material on good child care and/or methods.

-- Educating operators and parents as to what good child care is.

-- Money - operators can't pay minimum wage to aides. Operators needs a subsidiary grant.

-- Our by-laws took forever for us to receive.

-- Having problems with the local welfare giving us money and their cooperation.

-- In some families where the wife works, her wage is taken to pay for day care. Title IV-A should be figured on the wife's income alone if she is working to subsidize the family budget.

-- Advisory committee still doesn't grasp full 4-C concept.

-- Funding to carry on 4-C program.

-- Our progam is not yet incorporated.

MISSOULA, MONTANA 4-C PILOT PROJECT

(Missoula-Mineral Counties Coordinated Child Care, Inc.)

ACHIEVEMENTS

-- Development of the organization to the level of dealing with child care services (4-C committee).

-- Private day care operators association formed.

-- Communication developed between private and public child care people. Related needs and problems - working for "spin-off" (supportive services) valuable to all involved.

-- Community awareness. Assessed child care needs, facilities, supportive services, and lack of coordination that existed.

-- Provided a workshop on the need for community coordinated child care services. A need for community involvement was identified through the workshop.

-- Helped parents with understanding welfare licensing rules and regulations. Developed a day care corporation on a limited basis.

-- Developed a "plan of action" to follow in finding local and/or state resources to fund 4-C's budget. Presented the plan to the State Child Care Advisory Board. It was approved but rejected by state due to regulations. We then met with the State Welfare Director, who suggested we change our policy.

-- Developed and implemented with YWCA the "Latch Key" program. (United Givers fund money used).

-- Started summer day care "campus" program, coordinated with YWCA.

-- Confronted private day care agencies on question of quality day care versus custodial child care.

-- Provided technical assistance to Indian communities on formation of 4-C's program.

-- Helped to show a parent group that coop day care needs intensive planning to provide quality day care.

DIFFICULTIES

- -- Funding - constantly facing problems in relation to it.
- -- Problem arising from time to time on whether to coordinate or administer 4-C.
- -- Lack of cooperation from some public agencies.
- -- Unable to get employers to contribute to child care programs.
- -- Lack of adequate facilities for day care.
- -- Anyone who can pass a health and fire inspection can be licensed to operate a day care home, no child care qualifications required.
- -- Parent participation not as it should be.
- -- First relationship with DCCDCA provided little assistance.

Region IX

LOS ANGELES, CALIFORNIA 4-C PILOT PROJECT

(Los Angeles County Steering Committee)

ACHIEVEMENTS

-- Public and private agencies, organizations, individuals interested in children are meeting regularly.

-- State (public) and private colleges are cooperating in staff development proposals.

-- Receiving funds for a teacher/director institute for 1970-71 (EPDA).

-- GSA Agreement to allow pilots to purchase.

-- A survey of child care resources started in one target area.

-- Assisted in the passage of first state early childhood credential .

-- State-wide cooperation in the changing of funding procedures so that Title IV-A can be utilized.

-- Initiated plan for study of a data bank.

-- Developed proposal re: day care in Los Angeles Model Cities.

DIFFICULTIES

-- Vast geographic area to be covered.

-- FRC organized after local groups convened.

-- Local governmental groups and state authorities not aware of 4-C.

-- Lack of funding for adequate staff.

STATE OF OREGON 4-C PILOT PROJECT

(Governor's Commission on Youth)

ACHIEVEMENTS

- Stimulated discussion and cooperation in community program development.
- Showed local communities how they might better utilize local resources.
- Forced agency personnel to think beyond the scope of their line of responsibility.
- Facilitated more direct involvement and participation on the part of industry and the private sector.
- Encouraged local communities to develop programs at the "grass roots" level.
- Helped formulate some state commitment in the area of child care.

DIFFICULTIES

- The concept of 4-C was hard for people to grasp.
- We had historical conflicts between communities which slowed co-operation.
- Limited funding resources available at state and local level due to severe economic conditions.
- We had trouble gaining the right level of policy makers for the state 4-C committee.
- Encouraging the private and public sector to give time off to day care users without loss of income.
- Statutory requirements that complicated receipt of pilot funds.

PORTLAND, OREGON 4-C PILOT PROJECT

(Metropolitan Area 4-C Council)

ACHIEVEMENTS

-- Formed organization with active Board and some sub-committees. It has a good total membership, including parents. By-laws and incorporation all done.

-- Received small grant from United Good Neighbors to cover salary for secretary and office costs for six months.

-- Secured excellent office space free from local agency and the state university.

-- Worked with state public welfare in writing and having accepted a state welfare plan on day care which agrees to:
1) serve present, former and potential recipients of welfare.
2) match cash and local public in-kind grants from Title IV-A Social Security Act.

-- Mustering political and other interest to develop day and/or night day care centers. Some evidence of success:
1) A local financial and public in-kind support.
2) Official press conferences and good newspaper and TV coverage on day care needs.
3) Good session, well attended, called by the Commissioner on Manpower regarding economic programs concerning women in the labor market and needs for day and/or night care.
4) Congressional delegation is getting Federal memo released from General Counsel's (HEW) desk re the use of Title IV-A funds for 4-C operation.
5) A growing closeness of many proprietary operators within 4-C.

-- Change in attitudes and position of many old line agencies, as witnessed by:
1) Private and public schools agree to operate day care for "latch key" kids. They will operate on an in-kind and actual budget ($25,000) to cover Model Cities and other areas.
2) Public welfare will be contracting with 4-C Council which will in turn sub-contract with operators in three counties. This begins next week in Model Cities and other areas.
3) Agencies now willing, under sub-contract, to provide specific program services; schools/child development and education; Health Department - nurses, pediatricians and social workers; extension development - family counseling and nutrition.

-- Getting into active, cooperative arena with organizations and institutions:
  1) A higher education - private state university and community colleges,
  2) Churches,
  3) Some businesses and industries,
  4) Public departments,
  5) Chamber of Commerce
  6) Sizeable section of state legislators, politicians, and Congressional delegates, and their staff.

-- UGN is ready to match dollars under the Title IV-A Social Security Act amendment.

-- Ability to have an Executive Director working full-time without pay for three months.

-- Now almost ready to apply for formal recognition. Regional OCD-FRC team will be in Portland in early August to help. Should be completed by early September.

-- 4-C works officially with and on state advisory committee on day care (licensing authority).

DIFFICULTIES

-- Lack of money for top staff.

-- Resistance in many sections of private community to use Federal money.

-- Low level of employment with many layoffs. This keeps many businesses and industries from willingly investing in child care.

-- Lack of consistent and continuous technical assistance, and a need to stay longer in a community to get to know it.

-- Lack of communication from state 4-C to our local 4-C council-Metropolitan Area 4-C Council.

SEATTLE, WASHINGTON 4-C PILOT PROJECT

(Seattle-King County Child Care Committee)

ACHIEVEMENTS

-- Three training grants (Federal) for:
   1) Day Care Directors
   2) Home Day Care Mothers
   3) Day Care Centers.

-- Application for full recognition submitted July 1, 1970.

-- Coordination from all necessary groups, plus many from individual groups interested in day care.

-- Change in city ordinance rules regarding day care centers.

-- Directors Association began for 71 centers in county - public and private.

-- Umbrella for donable foods - U.S. Department of Agriculture.

-- In-depth survey of day care needs in county now to be adopted by Washington State legislative commission for state survey.

-- Cooperation from community with 4-C including:
   1) Mayor
   2) County Executive
   3) Universities
   4) Community colleges
   5) Model Cities, etc.

-- Personnel services:
   1) Job applicant service to center
   2) Job announcement service.

-- Newsletter - first issue on August 1, 1970.

-- Parent participation.

-- One day workshops this fall, dealing with:
   1) Nutrition
   2) Health and Safety
   3) Housekeeping.

- Funding support from public and private day care centers amounting to $5.00 to $25.00 per month.
- Substitute teacher service to all centers.
- Clearinghouse for all questions regarding day care.

DIFFICULTIES

- No FRC help - possibly due to change over from Region IX to Region X.
- Funding - however, this is beginning to pick up.
- No help to communities trying to gain or start 4-C programs.
- In public assistance (Welfare Department) $5.00 per day limit of payment in Washington state.
- Current OEO (city/county) money problems.
- Parent chairman of Board, lack of staff - (larger).

TUPELO, MISSISSIPPI 4-C PILOT PROJECT

(4-C Association)

ACHIEVEMENTS

- Organization of steering committee.
- Hired 4-C coordinator and staff.
- Established a limited workable budget consisting of supportive services from Lift, Inc.
- Consent of supportive services from employment agencies, vocational technical sources, and public schools.
- Established a county-wide care working group consisting of educational, industry, the health department, welfare, Head Start, and parent representatives.
- Set up training program for area through Regional Office and University of Mississippi.
- Through the cooperation of SREB obtained Mississippi University student (social worker) for seminar.
- Created some interest at the state level toward 4-C.
- Drafted by-laws.

DIFFICULTIES

- Funding - 4-C budget.
- Getting local volunteers to understand the purpose of 4-C, i.e., a system, not a source of operating funds.
- Pursuing the steering committee's decision to set up a demonstration center in Pontotc County.
- The limited knowledge of the steering committee in the 4-C concept.
- Eradicating the idea that 4-C is in competition with Head Start.

- -- Unable to get needed secretarial assistance.
- -- Unwillingness of agency representatives to meet at night when it would be more convenient for parents.
- -- Multi-county units having to be involved in cooperation agreements.
- -- Lack of state organizations to lead the way.
- -- Unawareness of the general population of what constitutes good day care.
- -- Lack of indentifiable day care centers in the area (private).

ZUNI INDIAN PUEBLO, ZUNI, NEW MEXICO 4-C PILOT PROJECT

(Zuni Pueblo Child Care Association)

ACHIEVEMENTS

-- Active 4-C committee.

-- Committee incorporated into the Zuni Pueblo Child Care Association.

-- The association has a constitution with articles and by-laws.

-- Visited another more advanced 4-C project and obtained ideas.

-- Received planning grant.

-- Specific approach to development of a child care program has now been adopted by Board of Directors.
1) research and survey needs of community in regard to child care,
2) plan child care programs around above,
3) extensive involvement of community members in the association.

DIFFICULTIES

-- Apathy on the part of the community in regard to the 4-C project.

-- Difficulty in obtaining members for the ZPCCA.

-- Misconception of 4-C by the community, Governor of Pueblo, and Principal Advising agency to Tribal Governor and Council, (Bureau of Indian Affairs).

-- Lack of coordination between the ruling political body, (Tribal Council), its principal adivising, (BIA) and the Child Care Association.

-- Seeming attempts at controlling the Chil Care Association and its direction by the Ruling Political Body and the Principal

-- Lack of resources normally available to a metropolitan area.

APPENDIX D

OFFICERS AND BOARD OF DIRECTORS

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Mr. Theodore Taylor	Somerset, New Jersey
Dr. Bennetta Washington	Washington, D.C.
Hon. Barbara M. Watson	Washington, D.C.
Mr. Herman Wilson	Jackson, Mississippi
Mrs. Elinor C. Guggenheimer	New York, New York
Mr. Lawrence C. Feldman	Washington, D.C.

APPENDIX E

SELECTIONS OF BASIC DOCUMENTS DEVELOPED BY PILOT PROJECTS

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SELECTIONS OF BASIC DOCUMENTS DEVELOPED BY PILOT PROJECTS

Preface

Committee members in 24 4-C projects are in the process of organizing permanent agencies to coordinate children's services in their State or community. At intervals, a committee will make organizational decisions, pause to set priorities, or obtain agreements from individuals or agencies in the community. Frequently such actions are formalized on paper as by-laws, membership commitment forms, work plans, coordinative agreements, and the like. The Interim Policy Guide for the 4-C Program contains few hard and fast strictures on how a 4-C committee should organize or what kinds of documents and forms it should generate. Communities are encouraged to develop arrangements that best suit local needs.

Included in this Appendix are samples of some characteristic documents developed by pilot projects. Of course, the situations addressed and the effectiveness of the arrangements made can only be imperfectly suggested by the sample documents. DCCDCA has obtained sample documents and forms from most of the pilot projects, and maintains a large file of these. While a study of all of them would be rewarding, their combined bulk made it necessary to omit many from this report and only include representative examples. However, a checklist of documents in DCCDCA files is included and interested individuals are welcome to consult the file or to request copies of individual documents.

By-laws were prepared by nearly every pilot project. Some were months in preparation, and were the fruits of intense consideration of the goals of 4-C and what organizational arrangements might best achieve these in their community. The accompanying by-laws from Flint-Genesee County, Michigan certainly fall into this category. Some pilots viewed by-laws simply as tools that established their organization and allowed them to get about the business of coordination. The accompanying constitution and by-laws of the Arkansas State pilot were ratified democratically, but were drafted quickly by a small task force. State 4-C committees are smaller and have a stronger inter-agency stamp than local committees; a comparison of these sample by-laws indicates that they feel less need to define and explain their objectives to their fellow citizens.

Membership commitment forms were frequently prepared by 4-C committees. These commitments usually served dual purposes: to get participating agencies to designate official representatives to 4-C committees who could speak for the agency, and to establish that 4-C should be considered part of the official duties of the 4-C member. Not all pilot staffs prepared standard commitment forms; the majority asked agencies to send in letters stating in their own words their commitment to 4-C. Samples of standard commitment forms from three pilot communities are included in this Appendix, plus a commitment form designed for parents, on the theory that individual as well as agency members should subscribe to the committee's objectives.

Work plans were drawn up in only a few pilots, but were considered useful in two respects: as a way of setting immediate priorities and as a benchmark for measuring progress. The accompanying work plan from the Miami pilot clearly lists its short-term tasks.

The coordinative agreements included in this Appendix are excerpts from the applications of a local pilot and a State pilot to their Federal Regional Committee for recognition. The specific criteria for recognition set by the Interim Policy Guide for the 4-C Program require written evidence of coordination in at least two of the following areas: program coordination, staff development, or administrative coordination. States are required to show evidence of coordinative agreements, but also cooperation in approving and monitoring State programs.

DOCUMENTS DEVELOPED BY 4-C PILOTS: A CHECKLIST

(as of August 31, 1970)

Legend:

√ - On file with DCCDCA
X - Not on file: either not obtained or possibly not developed by pilot.
O - Known not to have been developed to date.

PILOT	Membership List	Membership Commitment Form	By-laws	Budget*	Work Plan	Formal Inter-agency Coordinative Agreement
NEW HAMPSHIRE	√	√	√	√	O	√
HOLYOKE	√	√	√	√	O	√
PENNSYLVANIA	O	O	O	√	√	O
WESTCHESTER	√	√	√	√	√	X
MARYLAND	√	O	√	√	X	O
LOUISVILLE	√	X	O	√	X	X
ATLANTA	√	√	√	√	√	X
MIAMI	√	√	√	√	√	X
OHIO	√	O	O	O	O	O
FLINT	√	√	√	√	X	X
NEBRASKA	√	√	√	√	√	X
WICHITA	√	√	√	√	√	X
ARKANSAS	√	√	√	√	O	√
SAN ANTONIO	√	√	√	√	√	√
COLORADO	√	O	√	√	√	O

*Only budgets that cover stated periods of time and are distinguished as to whether they are proposed or operating budgets are listed.

DOCUMENTS DEVELOPED BY 4-C PILOTS: A CHECKLIST

PILOT	Membership List	Membership Commitment Form	By-laws	Budget*	Work Plan	Formal Inter-agency Coordinative Agreement
DENVER	√	O	√	X	√	√
HELENA	√	X	√	√	√	X
MISSOULA	√	O	√	X	√	X
OREGON	√	O	X	X	√	X
SEATTLE	√	√	√	X	X	X
LOS ANGELES	√	O	O	√	√	O
PORTLAND	X	X	√	X	X	X
ZUNI	O	O	O	√	X	O
TUPELO	√	O	O	√	X	O

* Only budgets that cover stated periods of time and are distinguished as to whether they are proposed or operating budgets are listed.

FLINT-GENESEE COUNTY

COMMUNITY COORDINATED CHILD CARE ASSOCIATION, INC.

BYLAWS

ARTICLE I - NAME

The name of this corporation shall be the Flint-Genesee County Community Coordinated Child Care Association, Inc. (hereinafter known as "the Association"). The Association is organized as a private non-profit corporation to render educational, developmental, charitable services to children and their families.

ARTICLE II - PURPOSE, GOALS, OBJECTIVES

Section 1. Purpose

The purpose of the Association shall be to mobilize the resources available to the community, both public and private, agency and individual, in support of adequate sources of quality child care services, and, through coordination and planning, to assure the most efficient and effective use of such resources. It is further the purpose of the Association to develop mechanisms, methods, approaches and the organizational framework whereby individual agencies and the organizations providing direct or related services to children, as well as concerned individuals and parents, may cooperate in providing comprehensive programs responsive to the needs of the children and their families in Flint-Genesee County. The Association will participate in the Community Coordinated Child Care (4-C) Program of the Federal Panel on Early Childhood as established pursuant to Section 522 (d) of the Economic Opportunity Act.

Section 2. Association Goals

A. To mobilize public and private resources to provide quality child care to the maximum number of children and their families.

B. To advise and acquaint the general public with child care needs in the community.

C. To assure that parents of the children enrolled in programs have an effective voice in determining operating policy.

D. To assure that the staff of child care programs may reach their highest level of competence and achievement.

Section 2. Association Goals

E. To establish community child care goals and priorities, in consultation with all interested elements in the community utilizing appropriate research techniques.

F. To provide comprehensive and coordinative approaches to solving problems inherent in diverse and fragmented programs that serve children and their families.

G. To promote the expansion and increased variety of quality child care services.

H. To develop continuity of services to all children who can benefit from child development programs.

I. To help assure parents and their children that child care services meet certain standards of quality.

Section 3. Association Objectives

Initially, the objectives of the Association will include the following:

A. To achieve full, formal recognition as a 4-C Community by developing a planning proposal in accordance with the 4-C guidelines.

B. To present a unified voice in securing funds, both public and private, to support and increase child care services.

C. To plan and carry out a program of education which informs the local community of the value of early childhood development and the various kinds of child care programs available.

D. To develop effective parent participation in the Association.

E. To develop joint programs of education and in-service training for staff and parents.

F. To assist participating agencies in the improvement of their programs through coordinated efforts in health, nutrition, education, social and staff training services.

Section 3. Association Objectives

G. To develop mechanisms for common purchasing, for coordinated recruitment and a central information and referral system.

H. To assist and advise individuals or groups interested in establishing child care programs.

ARTICLE III - MEMBERSHIP COMPOSITION

The 4-C Association shall be composed of two bodies: 1) the Association which includes members from any of the organizations listed under the following categories, as well as interested citizens, and 2) the Policy Board which is composed of twenty-four (24) representatives elected from each of the categories, and including the permanent non-elected members.

Any person, institution or organization interested in the objectives and purposes of the Association is eligible for membership in the Association upon written request to the Board to become a member. All institutions or agencies applying for membership shall submit a letter of commitment and shall appoint an official delegate and an official alternate to represent the institution or agency and that delegate only will have a vote in the Association, except that in his absence the official alternate may vote.

Representation on both the Association and its Policy Board will follow this breakdown:

1. Parent Organizations
2. Direct Service Agencies and Organizations
3. Indirect Service Agencies and Organizations
4. Permanent Non-Elected Members
5. Interested Citizens

The following is a further breakdown of each of the categories listed above. Under each category is specified the number of representatives each agency may send to the 4-C Association. The number of representatives each category may send to the Policy Board also is given.

Section 1. PARENT ORGANIZATIONS

Each independently operating center in the subdivisions below may send one representative to the 4-C Association meetings as a voting member.

There will be eight (8) representatives from parent organizations on the Policy Board.

Group Number	No. of Repre. to Policy Board	Subdivision Title
1-A	1	Flint Area Parent-Child Nurseries (Co-op)
1-B	1	GDSS-Child Welfare Div.: Adoption, Foster Care Unit Foster Home Day Care - Dept. of Soc. Serv.
1-C	2	Head Start (Beecher, Carman, Flint)
1-D	1	Private Non-Profit Child Care
1-E	1	Private Profit Child Care
1-F	1	Special Service Child Care (i.e. McAvinchey, Durant Tuuri Mott, Mich. School for the Deaf, etc.)
1-G	1	Title I (Beecher, Carman, Flint, etc.)

Section 2. DIRECT SERVICE AGENCIES AND ORGANIZATIONS

2-A. Single purpose agencies which operate structured child care programs for children under 8 years.

Each agency listed may send two representatives to the 4-C Association meeting as voting members. However, their representatives must fit into the following groups.

a. A sponsoring (Board) or administrative (program director or assistant) representative.

b. A representative of the staff (person without administrative responsibilities, a person who relates directly to the children).

2-A. May send two (2) representatives to the Policy Board.

2-B. Multipurpose agencies operating structured child care programs for children under eight years plus other direct services to children and their families.

Each agency listed may send two representatives to the 4-C Association meeting as voting members according to the breakdown suggested for 2-A.

2-B. May send three (3) representatives to the Policy Board.

2-C. Multipurpose agencies which provide direct services to children and their families but who do not operate structured child care programs as in 2-A or 2-B.

Each agency listed may send one representative to the 4-C Association meeting as a voting member.

2-C. May send one (1) representative to the Policy Board.

Section 3. INDIRECT SERVICE AGENCIES AND ORGANIZATIONS

3-A. Government agencies which have the authority to influence the establishment or administration of public and/or private child care programs, but do not operate such programs nor distribute funds for the operation of such programs.

Each of the organizations listed may send one representative to the 4-C Association meeting as its voting member.

3-A. May send one (1) representative to the Policy Board.

3-B. Agencies and organizations which concern themselves with influencing the development of quality child care services or educational programs for young children, but which do not distribute funds for such programs nor make policy decisions affecting the administration of child care programs.

Each of the organizations listed may send one representative to the 4-C Association meeting as its voting member.

3-B. May send one (1) representative to the Policy Board.

Section 4. PERMANENT NON-ELECTED MEMBERS

A local 4-C program may be recognized by the Federal Regional Committee only when the participating agencies have met certain specific criteria. One such criterion is that the participating agencies represent at least 50 percent of the total Federal funds made available for day care and pre-school programs in the community to be served by the 4-C Association.

Equally important to the successful administration and operation of a local 4-C Program is the inclusion of those agencies and organizations that represent the major sources of funds in the local community for child care programs that are either public or private monies.

Therefore, in order to assure that these agencies and organizations are represented on the 4-C Association in a policy-making role, the agencies/organizations in Category 4 will be permanent, non-elected members of the 4-C Association's Policy Board.

1. Flint Board of Education
2. Genesee County Intermediate School District
3. Red Feather Fund of Flint and Genesee County - Council of Social Agencies
4. Genesee County Department of Social Services
5. Mott Foundation
6. COMPACT
7. Model Cities

Section 5. INTERESTED CITIZENS

Realizing that there are persons in the community who do not work for an organization or belong to one of the organizations listed, nor do they have any pre-school children enrolled in an operating child care program, but who do have an interest in child care and have a particular talent to offer to the 4-C Association, Category 5. has been established. Any person so interested may apply to the Policy Board for membership. (see Article III of Bylaws Membership Composition) If they are approved, they will receive one vote as a member of the 4-C Association.

Section 5. May send one (1) representative to the Policy Board.

ARTICLE IV - THE FLINT-GENESEE COUNTY COMMUNITY COORDINATED CHILD CARE ASSOCIATION

Section 1. Duties

A. Elect members to the Policy Board according to the provisions of the Association Bylaws.

B. Approve the Association's Annual Budget.

C. Serve on committees of the Association's Policy Board.

D. Review the program operation of the Flint-Genesee County 4-C Association on an annual basis.

Section 2. Annual Meeting

An annual meeting of the members shall be held on a date determined by the Policy Board at least two (2) months in advance for the purpose of accepting new members, announcing new membership of the Policy Board, approving the annual budget, reviewing program operation and deliberating on any other matter of general policy.

Section 3. Quorum

No official business may be transacted in the absence of a quorum. A quorum shall consist of (a) one-third the total current membership and (b) including some parent representative members. Total current membership is constituted by the number of official representatives of agencies participating in the 4-C Association (see Article III of Bylaws Membership Composition) registered at the Policy Board meeting prior to the Annual Meeting.

Section 4. Special Meeting

Special meetings of the Association for any purpose or purposes, unless otherwise prescribed by statute, may be called by the Chairman of the Policy Board, and shall be called by the Chairman at the request of ten of the Association members.

Section 5. Place of Meetings

The Policy Board may designate any place in the Genesee County area for any annual meeting or for any special meeting.

Section 6. Time of Meetings

All meetings shall be held after 6:00 p.m. for the sake of the parents who work during the day.

Section 7. Nature of Meetings

Written notice stating time, place, date and day of the meeting; and in case of a special meeting, its purpose or purposes, shall be mailed to all members of the Association at least five (5) days prior to such meeting.

ARTICLE V. THE ASSOCIATION'S POLICY BOARD

Section 1. Duties

The business and affairs of the Association shall be managed by its Policy Board. It shall carry out the purposes, goals and objectives of the Association and shall perform the following duties:

A. The Policy Board shall hire and supervise all staff of the Association and shall establish such administrative structure as is necessary for its program.

B. The Policy Board shall fill any vacancy occurring on the Policy Board from the respective vacant category, such persons to serve until the next annual meeting of the Association. (See Article V, Sect. 6., 2. a.)

C. The Policy Board shall establish necessary committees, authorize necessary studies and approve all agreements which are to be a part of the Association's program.

D. The Policy Board shall prepare an annual budget for approval by the Association at its annual meeting.

E. The Policy Board shall receive and approve all applications for membership in the Association.

F. The Policy Board shall obtain the necessary contractual and coordinative agreements among agencies.

G. The Policy Board shall determine the program of the Association meetings.

H. The Policy Board shall adopt and amend Bylaws of the Association.

Section 2. Membership

A. Number: There shall be twenty-four (24) persons on the Policy Board. Parent representative members shall constitute one-third the total membership. The original Board shall draw lots to determine the one (1) two (2) and three (3) year terms. Henceforth, eight (8) new persons shall be elected to the Board for three-year terms annually.

B. The term of membership of the Policy Board is (3) years. No person on the Board shall serve for more than two consecutive terms unless a year has elapsed since the expiration of such terms.

C. Vacancies existing on the Policy Board from time to time shall be filled by the Board's appointment upon recommendation of the Nominating Committee, for a period until the next meeting of the Association.

D. Absences: Three (3) consecutive absences from official meetings of the Policy Board shall constitute automatic resignation. Vacancies so created shall be filled as provided herein. Such removal shall not in any way be construed as limiting or denying such member his or her rights and privileges as a member of the Association.

E. Membership qualifications: No one is eligible to be a member of the Policy Board unless he is a member of the Association.

F. The Board shall meet in regular session at least nine (9) times a year at a time and place designated by the Board.

G. Written notice stating time, place, date, and day of the meeting, and in case of a special meeting, its purpose or purposes, shall be mailed at least five (5) days prior to such meeting.

H. Special meetings of the Board for any purpose or purposes may be called by the Chairman, and may also be called by the Chairman upon written request of five (5) members of the Board.

I. Each member of the Board shall have one vote, and the majority shall rule, except that on issues concerning coordinative, contractual or delegative agreements among service agencies it is required that there be unanimous consent among all delegates or voting alternates whose agencies are directly affected.

J. No official business may be transacted in the absence of a quorum. A quorum shall consist of (a) one-half the total Board membership and (b) parent representative members equalling at least one-sixth the Board membership.

Section 3. Election Procedure

No later than two (2) months in advance of the Annual Meeting the Nominating and Membership Committee of the Policy Board shall meet to begin the election procedure for filling the eight (8) Board seats which will be vacated at the time of the Annual Meeting.

A. Nominations: In each membership section subdivision where a vacancy shall occur the Committee will send the members a complete list of all eligible candidates for that subdivision's seat. It will be the responsiblility of those members to propose nominees from the list and return their choice to the Committee by the date stipulated.

B. Election: The Committee will prepare each subdivision's ballot with the names of those nominated and send the ballots to the subdivision's members. After the members have voted they shall be responsible for returning their ballots to the Committee by the date stipulated.

C. Announcement of Results: The Committee will tabulate the results and announce them at the Annual Meeting.

Section 4. Officers

The officers of the Policy Board and Association shall be the chairman, vice-chairman and treasurer.

A. Election: The officers shall be elected from and by the Board for one-year terms immediately following the Annual Meeting. (See Article V, Sect. 6., A.,2., d.)

B. Duties of Chairman: The Chairman shall preside at all meetings of the Board and the Association. He shall be an *ex-officio* member of all committees. He shall perform other duties pertaining to the office or required of him from time to time by the Board.

C. Vice-Chairman: The Vice-Chairman shall perform the duties of Chairman in the absence or incapacity of the Chairman and assume such other duties and responsibilities as may be assigned by the Chairman.

D. Treasurer: The Treasurer shall be responsible for the funds of the Association. The Treasurer may or may not be a bonded officer of the Association as the Policy Board may by resolution determine. The books of the Treasurer shall be audited at least once a year and at such other times as the Policy Board may deem appropriate. Such audits shall be performed by an independent certified public accountant.

E. Vacancies: A vacancy in any principal office because of death, resignation, disqualification, or otherwise, shall be filled by the Board for the unexpired portion of the term, or until the time of the next Annual Meeting.

Section 5. Staff

A. Standing Committees: As soon as possible after his election to office, the Chairman, in consultation with the Board, shall appoint the members of the following standing committees and the said committee shall elect their own Chairman and shall have such duties and powers as herein set forth or as otherwise delegated by the Policy Board. The membership of the standing committees shall be composed of at least 50 percent Association members who are not members of the Policy Board. A special attempt should be made to involve parents on all standing committees. The terms of office for all committee memberships and the Chairmanships thereof shall coincide with the term of office of the Chairman of the Policy Board.

1. The Personnel Committee

   The Personnel Committee shall consist of four (4) members including the Chairman and Treasurer of the Policy Board and two Association members. It shall be the responsibility of this Committee to recommend to the Board policies in regard to the operations of the Association's office, in regard to qualifications for the various positons on the Association's staff, salary ranges and increments, vacation, sick leave, insurance, retirement and other employment conditions and practices. It shall further be the responsibility of this Committee to recruit, interview and recommend to the Board candidates for Association staff positions.

2. Nominating and Membership

   The Nominating and Membership Committee shall consist of six (6) members. It shall be the responsibility of this Committee to:

   a) recommend to the Board names of such members of the Association who might fill vacancies occurring on the Board from time to time.

   b) to implement the Election Procedure annually. See Election Procedure, Article V, Section 3.

   c) to receive, evaluate and recommend to the Board names of persons, institutions or organizations applying for membership to the Association.

   d) to prepare a double slate of candidates for officers of the Policy Board of the Association for election by the Board immediately following the Annual Meeting.

3. Public Information and Communications

The Public Information and Communications Committee shall consist of eight (8) members, plus the representative from the State of Michigan Department of Social Services as an ex officio member. It shall be the responsibility of this Committee to:

a) develop ways and means of interpreting the purpose, objectives and program of the Association to the community

b) prepare informative materials to be used in recruitment of membership for the Association

c) inform and assist agencies or individuals interested in establishing structured child care programs

d) keep informed of local, State and national issues affecting the welfare of children, and present such issues to the Board for their action and consideration

4. Fiscal Coordination

The Fiscal Coordination Committee shall consist of eight (8) members including the Treasurer of the Policy Board. It shall be the responsibility of this Committee to:

a) prepare an annual budget and supervise the financial operation of the Association

b) supervise all fund-raising activities

c) record all contributions of cash and in-kind services

d) provide a basis for fiscal coordination when it is determined advantageous to the direct service agencies participating in the Association. See Appendix, Item I Fiscal Coordination (taken from 4-C Manual.)

5. Training and Career Development

The Training and Career Development Committee shall consist of at least ten (10) members including staff members of participating Association agencies who are professionally qualified and experienced in training; educators from schools and colleges; others qualified to give professional assistance; and non-professionals who are taking part in training, or will be trained in the program. This Committee shall be responsible for:

a) reporting to the Board on developments taking place in existing local and State training programs in which 4-C member agencies are participating

b) preparing proposals for funding training programs for 4-C member agencies

c) assisting participating agencies in the standardization of personnel policies including salary and increment scales, educational incentive and job progression policies.

6. Health

The Health Committee shall consist of at least eight (8) members including representatives from the Flint-Genesee County Health Department and any other agency or program involved in community health or nutrition. It shall be the responsibility of this Committee to:

a) research present health programs and needs relating to children and their families including medical and dental services, nutrition, mental health and services to the handicapped.

b) review these programs on a continuing basis and offer recommendations for extending services and upgrading standards and effecting their economies

c) bring together all available resources to provide what is needed for children in a variety of child care situations.

7. Curriculum Development

The Curriculum Development Committee shall consist of at least ten (10) members including professional educators, representatives from structured child care programs operating in the community. It shall be the responsibility of this Committee to:

a) examine the intent of the Federal Inter-agency Day Care requirements as well as the State of Michigan Licensing Requirements and how they are being implemented in the community.

b) analyze the variety of early childhood educational approaches available in the community and coordinate with Pub. Info. & Communications Committee the dissemination of this information

c) identify educational and enrichment resources available in the community and coordinate with the Pub. Info. & Communications Committee the dissemination of this information.

d) identify gaps in resources, a priority of needs and services which might be extended and coordinate the development and implementation of recommendations.

8. Transportation

The Transportation Committee shall consist of six (6) members. It shall be the responsibility of this Committee to:

a) identify transportation needs

b) identify present transportation resources of all kinds

c) investigate the possibility of sharing the presently available transportation among programs, both for transporting children and other purposes, such as attending staff training sessions

d) consider the development of transportation arrangements that can serve a wide variety of agencies.

B. Other Committees: The Chairman of the Policy Board, in consultation with the Board, shall establish such committees as may be necessary from time to time to investigate, plan or recommend to the Policy Board such matters as may be deemed appropriate for action by the Board, and to carry out and execute such projects as the Board may undertake from time to time. The Chairman of the Board shall also appoint, in consultation with the Board, the members of these committees and the said committee shall elect their own chairman. The membership of the other committees shall be composed of at least 50 per cent Association members who are not members of the Policy Board.

ARTICLE VI - CONTRACTS, LOANS, CHECKS, DEPOSITS

Section 1. Contracts

The Policy Board may authorize any officers, agent or agents, to enter into any contract or execute and deliver any instrument in the name of and on behalf of the corporation, and such authorization may be general or confined to specific instances.

Section 2. Loans

No loans shall be contracted on behalf of the corporation and no evidences of indebtedness shall be issued in its name unless authorized by or under the authority of a resolution of the Policy Board. Such authorization may be general or confined to specific instances.

Section 3. Checks,Drafts, etc.

All checks, drafts, or other orders for the payment of money, notes or other evidences of indebtedness issued in the name of the corporation, shall be signed by such officer or officers, agent or agents of the corporation and in such manner as shall from time to time be determined by or under the authority of a resolution of the Policy Board.

Section 4. Deposits

All funds of the corporation not otherwise employed shall be deposited from time to time to the credit of the corporation in such banks, trust companies or other depositories as may be selected by or under the authority of the Policy Board.

ARTICLE VII - PROCEDURE

In all matters of procedure not otherwise herein provided for, the current edition of Robert's Rules of Order shall prevail in all meetings of the Association, its Board and committees.

ARTICLE VIII - AMENDMENTS

These Bylaws may be altered, revised, or repealed and new Bylaws may be adopted by the Policy Board at any regular or special meeting of the Board called for that purpose, by a two-thirds majority vote of the Board, present and voting, provided that a quorum is present; and provided further, that the proposed amendment shall have been introduced, read, and entered in the minutes of the preceding regular or special meeting of the Board and mailed to each member of the Board at least ten (10) days prior to the meeting at which final action is to be taken.

ARTICLE IX - DISSOLUTION

In the event of the dissolution of the Association, its assets will be distributed to such charitable and educational organizations in the community which are tax exampt for Federal Income Tax purposes as the Policy Board shall determine.

APPENDIX - Item I Fiscal Coordination

Excerpt: 4-C Manual

"III. 3 - Fiscal Coordination

Coordination of child care operations requires, from the outset, a workable comparison of costs and income among the participating agencies.

The cost of child care varies widely, according to the kind of services provided, but cost alone is not necessarily indicative of the quality of service, and cost comparisons should not substitute for a direct evaluation of service quality.

Among the agreements necessary to 4-C operations is one specifying the fiscal data the participating agencies will be willing to supply to the 4-C agency. This data must be detailed enough to: 1) support the agency's charges for child care; 2) provide a basis for reimbursing the agency for services it may render to other agencies in the coordinated program; 3) support a rational fee system applying throughout the 4-C program.

The reporting requirements should be kept as simple as possible and should, wherever possible, follow the accounting methods being used by the participating agencies."

ADDENDA

Section 2. DIRECT SERVICE AGENCIES AND ORGANIZATIONS

2-A. Those eligible in this category are:

1. Cedar Street Children's Center
2. Flint Area Parent-Child Nurseries, Inc.
3. The Children's House
4. Crestwood Pre-School Nursery
5. The Gingerbread House
6. Sofia's Nursery

2-B. Those eligible in this category are:

1. Flint Osteopathic Hospital Day Care Center
2. Head Start - Flint Board of Education
3. Title I - Flint Board of Education
4. B.T.U. - Flint Board of Education
5. Whaley Memorial Foundation
6. West Court Street Church of God
7. Dort-Oak Park Neighborhood House
8. South Flint Church of the Nazarene (Atherton Christian Day Care Center)
9. Head Start - Beecher Board of Education
10. Title I - Beecher Board of Education
11. Head Start - Carman Board of Education
12. Title I - Carman Board of Education
13. YWCA

ADDENDA

2-B.

14. McAvinchey Day Care Centers - Genesee County Community Mental Health Services

15. Treatment Service for Children - Genesee County Community Mental Health Services

16. Durant - Tuuri-Mott School
    a) Pre-School Deaf and Hard of Hearing
    b) Cerebral Palsy

17. Trinity Assembly of Good-Countryside Christian Day Nursery

18. Genesee County Society for Crippled Children and Adults, Inc.

19. Michigan School for the Deaf

20. Linden Methodist Church Day Nursery

21. The Flint Child Care Center - Faith Tabernacle Church

2-C. Those eligible in this category are:

1. Y M C A - Y W C A Boysfarm

2. Mott Foundation Children's Health Center

3. Rotary Orthopedic Clinic

4. Flint Police Department

5. Genesee County Probate Court - Juvenile Division

6. Flint Public Library

7. Flint Department of Health - Genesee County Health Department

8. Urban League of Flint

ADDENDA

2-C.

9. Big Brothers of Greater Flint
10. Big Sisters of Flint and Genesee County
11. Catholic Social Services
12. Family Service Agency of Genesee County
13. Genesee County Department of Social Services - Child Welfare Division
14. Genesee County Association for Retarded Children
15. Michigan Children's Aid Society, Flint Branch
16. Michigan School for the Deaf
17. Tall Pine Council Boy Scouts of America
18. Girl Scouts, Fairwinds Council
19. Old Newsboys of Flint, Inc.
20. National American Red Cross Genesee-Lapeer Chapter
21. Flint Recreation and Park Board and Senior Citizens
22. Genesee County Cooperative Extension
23. International Institute of Flint
24. Michigan Employment Security Commission
25. Flint Community Planned Parenthood
26. AHEAD, Inc.
27. Salvation Army
28. Visiting Nurses Association
29. Industrial Mutual Association (IMA)

ADDENDA

3-B. Those eligible in this category are:

1. League of Women Voters
2. Flint Council of Churches
3. American Association of University Women (AAUW)
4. Church Women United
5. Urban Coalition
6. United Teachers of Flint
7. Flint Council of the PTA
8. Genesee County Medical Society
9. Genesee County Osteopathic Society
10. Genesee County District Dental Society
11. Genesee County Bar Association
12. Greater Flint Council - AFL-CIO
13. Flint Community Junior College
14. University of Michigan - Flint College
15. Junior League of Flint, Michigan, Inc.
16. Genesee County Pharmaceutical Association

ARKANSAS STATE 4-C COMMITTEE

CONSTITUTION

ARTICLE I - NAME

The name of this organization shall be the Arkansas State 4-C Committee.

ARTICLE II - OBJECT

The object of this organization shall be to:

1. Mobilize the resources of the state in such a manner as to assure maximum public, private, agency and individual commitment to provide expanded quality child care.
2. Provide technical assistance to local communities in the development of 4-C programs.
3. Review and recommend for recognition local 4-C program applications to the Federal Regional Committee.
4. Develop methods of cooperation in order to review and monitor programs for young children for which the state has responsibility.

ARTICLE III - MEMBERSHIP

Membership shall consist of:

1. Parents who have children participating in child care and child development programs. Parents shall compose one-third of the total membership.
2. Representatives from public and private agencies.
3. Representatives from state-wide organizations and professional groups.

ARTICLE IV - OFFICERS

Officers shall be a Chairman, Vice Chairman and Secretary-Treasurer.

ARKANSAS STATE 4-C COMMITTEE - CONSTITUTION

ARTICLE V - EXECUTIVE COMMITTEE

The Executive Committee shall consist of the Chairman, Vice Chairman, Secretary-Treasurer and six persons elected by the membership of the full committee, with at least one-third of the membership (counting the six elected persons and the officers) chosen from the parent members of the State 4-C Committee.

ARTICLE VI - AMENDMENTS

This Constitution may be amended at any time by a three-fourths vote of the members present at a regular meeting, notice of such proceedings having been given fourteen days prior to the meeting.

Amended August, 1970,
Originally approved summer, 1969.

ARKANSAS STATE 4-C COMMITTEE

BY-LAWS

ARTICLE I - MEMBERSHIP

1. Members representing state agencies and private organizations. Parents should be elected by parent organizations and groups. In cases in which the parents are not elected by parents, the method of selection must be stated. Alternative representatives may be appointed and may have voting privileges in the absence of the regular member.
2. Members of the State 4-C Committee shall serve two-year terms and be eligible to succeed themselves at the pleasure of the appointing or electing body.
3. Vacancies shall be filled by the agency or organization the member represented. Parent vacancies shall be filled by the parent groups these parents represented. If no parent group exists, the selection process is to be explained on the Agreement Form.
4. Additional agencies, organizations or parent groups may become a part of the State 4-C Committee at such time as they subscribe to the agreement.

ARTICLE II - DUTIES OF OFFICERS

1. The Chairman shall preside at all State 4-C Committee and Executive Committee meetings, represent the State 4-C Committee or Executive Committee, whenever the occasion demands, appoint all committees and serve as ex officio member of all committees, and call a special meeting at any time necessary.
2. The Vice Chairman shall assist the Chairman as directed by the latter, and assume all the obligations and authority of the Chairman in the absence of the latter.
3. The Secretary shall record the minutes of all State 4-C Committee and Executive Committee meetings, maintain a record of those present at all meetings and turn over his books and records in good order to the succeeding secretary.

ARTICLE III - ELECTIONS

1. Election of officers shall be held each September.
2. Officers shall be elected by a majority vote.

3. Officers shall serve for one-year terms and may succeed themselves.

ARTICLE IV - EXECUTIVE COMMITTEE

1. Members of the Executive Committee shall serve for two year terms except that in the first year one-half of the membership shall serve one year terms. At least one parent member of the State 4-C Committee must be selected for a two year term when the Executive Committee is formed.
2. The Executive Committee with the approval of the whole committee, may appoint an agency or an individual to serve as an administering agency.
3. The Executive Committee or the designated agency or person under the direction of the Executive Committee shall recommend to the State 4-C Committee information concerning:

    a. Action appropriate and necessary for the development of comprehensive coordinated services for all children and youth in the State of Arkansas.
    b. Four-C policy and related activities.
    c. Assistance which may be provided for communities regarding the establishment of 4-C communities and the development of 4-C programs.
    d. Review of applications for recognition as 4-C programs, and continuing monitoring and evaluation of 4-C programs in the state.
    e. Steps which, in cooperation with the Federal Regional 4-C Committee, will facilitate the spread of information, ideas, plans, solution to operational problems, etc. to 4-C communities and 4-C programs.
    f. Procedures for contractual arrangements which will utilize full resources and capabilities of agencies.
    g. Other matters which the State 4-C Committee may feel necessary or appropriate.

ARTICLE V - MEETINGS

1. The State 4-C Committee shall meet quarterly.
2. The State 4-C Committee shall hold an annual meeting for the election of officers and the transaction of such other business as shall come before the meeting.

3. The Executive Committee shall meet monthly and at such time as the chairman shall determine the need for a meeting.

ARTICLE VI - QUORUM

1. One-half of the membership of the State 4-C Committee shall constitute a quorum at meetings.
2. A majority of the Executive Committee members shall constitute a quorum.

ARTICLE VII - AMENDMENTS

These By-Laws may be amended at any time by a three-fourths vote of the members present at a regular meeting, notice of such proceedings having been given fourteen days prior to the meeting.

COMMITMENT FORM

FLINT-GENESEE COUNTY
COMMUNITY COORDINATED CHILD CARE ASSOCIATION, INC.

I have read the Bylaws of the Flint-Genesee County Community Coordinated Child Care Association and pledge the cooperation of ______________________________ (name of agency) to assist in fulfilling the purposes, goals and objectives of that Association.

Signed ____________________

Title ____________________

Date July 6, 1970

Please return to:

Flint-Genesee Community Coordinated Child Care Assn.
1616 Cromwell
Flint, Michigan 48503

EDITOR'S NOTE: The above commitment form is part of the application for membership in the Flint-Genesee County 4-C.

COMMITMENT FORM

SAN ANTONIO, TEXAS 4-C COMMITTEE

NAME OF AGENCY ____________________

DATE July 19, 1969

Are you willing to involve your agency in the achievement of the aims and work of the 4-C Program?

Yes ________ No ________

Who will be the official representative from your agency to 4-C?

Name ____________________

Title ____________________

What are the kinds of commitments that your agency will be able to make to the 4-C Program?

____

____

____

____

Sign ____________________

Title ____________________

Return to:

Mrs. Pat Holland
Community Welfare Council
406 W. Market, Suite 314
San Antonio, Texas 78205

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COMMITMENT FORM

SAN ANTONIO 4-C COMMITTEE

NAME ____

ADDRESS ________________________ Tel. No. __________

Day Care Center that your child attends ________________

____

Are you willing to participate in the local 4-C's membership body?

Yes ________________ No ____________________

The best time for you to meet is: morning _____ afternoon _____

night _____

Signed ____________________

Date July 11, 1969

EDITOR'S NOTE: Used for parent representatives.

E-35

COMMUNITY COORDINATED CHILD CARE
of Metropolitan Dade County
902 S. W. 2nd AVENUE, MIAMI, FLORIDA 33130 PHONE: 358-0216

AGREEMENT BETWEEN ______________________
AND METROPOLITAN DADE COUNTY COMMUNITY
COORDINATED CHILD CARE (4-C), INC.

______________________________, recognizing the need for a coordinated approach to child care services in Dade County, Florida, agrees to join with the 4-C program in order to work towards providing better services to children and families in the community.

______________________________ agrees to cooperate toward:
(please check those with which your agency is in agreement)

________ the orderly and systematic development of child care and child development services to meet community needs.

________ improving overall program quality by drawing on the strengths of all participating agencies.

________ developing joint activities which could not be accomplished as effectively by a single agency.

________ evaluating the advantages of large scale joint purchasing and common administrative procedures.

________ creating additional opportunities for staff development and staff progression.

______________________________ agrees to cooperate specifically in the following ways:

______________________	______________________
(President, 4-C)	(authorized signature)
______________________	______________________
(4-C Coordinator)	(title)
______________________	______________________
(date)	(date)

MIAMI PROPOSED TIME-TABLE FOR THE 4-C PROGRAM

For convenience of organization, this proposed time table is outlined according to areas in which the Program must expand. Attached is a calendar which shows concurrent activities.*

I. ORGANIZATION AND INCORPORATION

A. Board of Directors

1. The 4-16-70 meeting of the Ad Hoc Executive Committee will be asked to serve as a nominating committee in order to fulfill requirements for the Resident Agent form which must be filed with the Secretary of State, along with the Corporate Charter. Three or four persons will be named to serve as subscribers, and these same persons will be listed as the initial officers and directors.

2. The initial Board of Directors, composed of the three subscribers, will meet in early May to adopt the proposed by-laws (which set the size of the Board), and to nominate persons for categories A, C, and D, as directed in the by-laws, so that the Board will be expanded to desired size, or to select those agencies which will be invited to submit a name for representation on the Board of Directors.

3. May 1st - letters will be issued to Mothers of children in care, requesting their attendance at a meeting to be held in mid-May for the purpose of electing Board members from their category.

4. June 1st - a Nominating Committee, this one selected by the initial Board members, will meet to propose a slate of officers.

5. Mid-June - the entire Board will convene for the election of officers.

B. The General Assembly

1. Mid-May - letters addressed to all parties who might be interested will be issued, explaining purpose, inviting into membership, and inviting to a June meeting. Return envelope will be included, for response.

2. Mid-June - 1st meeting

* Editor's Note: Calendar not attached.

MIAMI PROPOSED TIME-TABLE

II. EXPANDING THE BASE OF PARTICIPATING AGENCIES
    A. Public and Private Child-Related Agencies
        1. Eight key agencies directly involved with child care have written letters indicating an interest in and desire to participate with 4-C (James E. Scott Community Association; Division of Family Services, District 9; The Special Program Planning and Administration Department of the Dade County Board of Public Instruction; the Model City Program Division of HUD; Economic Opportunity Program, Inc.; The Comprehensive Health Planning Council of South Florida; The United Fund, and St. Alban's Day Nursery, Inc.)

        2. Approaches must be made to other Public and Private Agencies in our community, including: YWCA, YM and YWHA, Catholic Welfare Bureau, Children's Service Bureau, Child Development Center, Children's HOME Society, Dade County Association for Retarded Children, Family Service of Dade County, Jewish Women, The Cuban Refugee Program, Greater Miami Urban League, Greater Miami Council of Churches. Some of these are less directly involved in child care, but offer services which child care centers and 4-C need to call upon.

        3. Method of approach:

            a. Individually addressed letters, enclosing pamphlet and requesting participation or future support, to be mailed by May 15.

            b. Follow-up on those not responding, by telephone call and request for appointment, beginning June 15.

        4. Target Date for TOTAL participation: September 1.

    B. Church and Privately Operating Day Care Centers
        1. As of the first week in May all 260 centers will receive letters outlining our purpose and including attached pamphlets; the request would be made for an expression of interest in and willingness to participate, or for a telephone call requesting further information or personal contact.

MIAMI PROPOSED TIME-TABLE

2. FOLLOW-UP - June 1 - Announcement regarding, and invitation to attend WORKSHOP.

3. FOLLOW-UP - June 1 - Phone contact with those not yet responding, and visits to their centers.

4. Questionnaire to private centers - July 15.

III. PRESENTATION TO THE COMMUNITY AT LARGE

A. Beginning: September, 1970, community-wide institute.

B. Efforts in Area II, above, precede and pertain to this need.

C. October: Involvement of Industry through workshop.

D. By November: A film or slide presentation will have been developed and ready for presentation to various interest groups such as Junior League, Kiwanis, Lions, JC's, Women's Clubs, and church groups. This presentation will be offered beginning in November, and continue for as long as necessary or effective.

IV. SURVEY OF COMMUNITY NEEDS FOR CHILD CARE

A. At this point, it does not seem necessary to launch a formal study. However, HUD and the YWCA have already made requests for information, and other agencies will probably follow suit.

B. By May 1 we would hope to have a report on needs for child care in disadvantaged areas compiled and available.

C. By July 1 we would hope to have an updated report on total community needs available.

D. This area is an on-going function, and hopefully we will be able to make use of studies and materials already available. At the same time, we may come to the conclusion that a more definitive study is necessary.

E. One area of particular concern is trying to establish with some validity the actual numbers of women "babysitting" in their homes with infants and toddlers, and the numbers of children involved in this manner.

MIAMI PRORPOSED TIME-TABLE

V. CONTINUING EFFORTS AIMED AT ESTABLISHING A STATE LEVEL ORGANIZATION

A. April 25 - a follow-up letter to Mr. Roberts requesting information regarding what is being done, and bringing him up to date on our agency's progress.

B. Follow up - June 1 - if no response received - additional letter noting our progress and delineating specifically why a state organization is needed...

C. Target date- August 1 - Some commitment regarding State organization.

VI. FUND RAISING EFFORTS

A. Through existing agencies - immediate goal, operational funds for a year.

1. Approach United Fund - April 20 to 24.

2. Approach Model City - After May 1.

3. Approach EOPI - After May 1.

4. Approach HUD - After May 1 (Tenant Services Grant program under Title II-B of HUD Act of 1968).

B. Through review of Federal Programs and Grants - already into effect.

C. Through Private Sources

1. Precipitating efforts include:

a. workshops
b. general assembly
c. expansion of base of participating agencies
d. September workshop

2. As of November - in giving presentations to interest groups listed under III-D.

VII. EFFORTS TOWARDS ACTUAL COORDINATION AMONG PARTICIPATING AGENCIES

A. Program coordination

1. Establish a committee of participating member agencies

and general assembly members as of July 1 in order to explore immediate areas of program coordination needs and possibilities.

- a. medical and psychological services which might be extended to all participating centers
- b. specialists available which can offer enrichment of existing programs in participating agencies
  - (1) personnel from the communities' libraries
  - (2) nutritionists
  - (3) educational consultants
  - (4) social work services consultants
  - (5) art teachers
- c. other areas

2. Establish a repository of supplies available for program enrichment (beginning immediately)
   - a. catalogues of equipment available
   - b. a library on programming needs
   - c. audio-visual equipment for loan
   - d. actual "necessities" such as costs, first aid, tables, play equipment, such that could be garnered through donations.

B. Staff Development

1. Initiate workshops as proposed, the first pertinent one scheduled for JULY.
2. Beginning June 1, initiate survey of existing training programs and costs, and investigate means of making these more available and palatable to those involved in programs.
3. Investigate other resources for more intensive and shorter term training programs, beginning as of June 1.
4. Initiate visitation programs between participating centers, target date, Mid July.

5. Set up committee, as of July 1, to consider training or "internship" possibilities in participating centers, aiming for September as date of actually initiating this.

C. Administrative Coordination

1. Establish committees to investigate possibilities of coordination in terms of:

    a. establishment of personnel referral system and centralized personnel files, possibly personnel recruitment

    b. development of referral systems which will facilitate the transfer of a child from one program to another

    c. development of common purchasing arrangements

        (1) food
        (2) medicine
        (3) toys
        (4) equipment

    d. establishment of coordinated use of existing equipment, transportation and facilities

    e. development of joint activities, such as field trips

2. Target dates:

    a. committees organized by July 1

    b. committee recommendations by mid-September

    c. recommendations put into effect according to time schedule recommended by the committees

San Antonio

February 11, 1970

ADMINISTRATIVE AGREEMENT

1. We the undersigned participating agencies agree that we have defined the types of children and families to be served by each agency; the geographic area served by each agency and the kinds of services to be provided.

2. We agree that after further examination of all services has been made, we will make every effort to end duplications and gaps should they exist.

3. We further agree to determine whether the children in greatest economic need are the ones being served and whether the individual parents are being provided a choice of services in particular areas.

NAME	AGENCY

STAFF DEVELOPMENT AGREEMENT

San Antonio February 11, 1970

1. Whenever a participating agency schedules in advance a staff development session which outside professionals or paraprofessionals could attend without detracting from the agency's purpose, that agency will inform the 4-C office, which might coordinate invitations, meeting site, special arrangements, etc. Such staff development could include social services counseling, educational content or techniques of early childhood programs and a variety of in-service training.

   Other agencies agree to arrange time for suitable professionals to participate in these open, scheduled staff development sessions.

2. In reference to short-term training grants or professional development grants attracted to the community through 4-C, the undersigned participating agencies agree to review the capabilities and needs of their staffs and to refer suitable nominations for such training programs to the 4-C office.

   The undersigned also agrees to lend whatever expertise he has in the plans for the grants, i.e., curriculum, staff, etc.

NAME AGENCY

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AGREEMENT ON METHODS FOR COOPERATION IN APPROVING AND MONITORING PROGRAMS

A. Recognition of Local 4-C Committees

Procedure for reviewing requests from local groups for recognition as a 4-C Committee:

1. A local group shall submit its proposal to the Administering Agency of the State 4-C Committee.
2. The Administering Agency shall forward copies of the proposal to all members of the State 4-C Committee and to the FRC.
3. The Executive Committee shall meet, review the proposal and recommend:
   a. approval
   b. disapproval due to duplication of services
   c. request for additional information
4. Minutes of the Executive Committee meeting shall be sent to each member of the State 4-C Committee with a ballot containing two choices:
   a. agreement with the decision of the Executive Committee
   b. disagreement with the decision of the Executive Committee
5. Results of the poll will be sent to all State 4-C members and the FRC.
6. In case a majority of the membership disagrees with the recommendations of the Executive Committee, the matter will be solved in a regularly scheduled or called meeting of the State 4-C Committee. Copies of the meeting shall be sent to the FRC.

B. Monitoring of Programs

In order to establish and maintain program coordination the Arkansas State 4-C Committee agrees that:

1. Responsibility assigned to an agency by legislative action shall continue to be vested in that agency.
2. Each agency, organization or group represented on the State 4-C Committee shall designate a member to serve on a team for site visits; the agency, organization or group shall donate staff time. Each team shall hav at least one member from the agency responsible for the activity to be evaluated.
3. The Administering Agency of the State 4-C Committee shall coordinate program evaluating activities in cooperation with the agency responsible for the activity to be evaluated.
4. Site visits for programs for which the state has a responsibility shall be scheduled once a year. The State 4-C Committee may request additional site visits, or may vote that a visit for a particular program is not necessary in a given year.

Agreement on Methods For Cooperation
in Approving and Monitoring Programs

5. An evaluation report shall be submitted to the agency evaluated and the State 4-C Committee after each site visit. This will enable them to:
   a. be familiar with programs and with the inter-relationship between programs
   b. organize an effective base of support, at the state level, for needed programs
   c. identify areas of concern where technical assistance would be helpful.

On behalf of this Agency, I wish to concur with this agreement.

(Title)

(Agency)

July 9, 1970
(Date)

ARKANSAS COORDINATIVE AGREEMENT

AGREEMENT BETWEEN ARKANSAS EMPLOYMENT SECURITY DIVISION , AND THE ARKANSAS STATE 4-C COMMITTEE

The Arkansas Employment Security Division, recognizing the need for a coordinated and cooperative program of child care services in this state, agrees to join with the State 4-C Committee to provide better services to children and families in our state.

The Arkansas Employment Security Division, recognizes that, through the efforts of the State 4-C Committee, cooperative arrangements should be made to provide for joint staff development progams which would be beneficial to the entire state.

The Arkansas Employment Security Division, agrees to cooperate with the State 4-C Committee efforts to further a coordinated effort to provide more complete and coordinated services to the state and to eliminate as much duplication of effort as possible.

The Arkansas Employment Security Division and the Arkansas State 4-C Committee agree to cooperate in:

1. assisting in placing children of parents enrolled in the Work Incentive Program in child care facilities.
2. assisting in placing children of parents of other training programs in child care facilities.

ARKANSAS STATE 4-C COMMITTEE	ARKANSAS EMPLOYMENT SECURITY DIVISION
(Authorized Signature)	(Authorized Signature)
(Title)	(Title)
(Date)	June 4, 1970 (Date)

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AGREEMENT ON ARKANSAS STATE 4-C COMMITTEE PLAN

On behalf of this agency I wish to concur with the plan for the Arkansas State 4-C Committee.*

(Signature)

(Title)

(Agency)

(Date)

Comments:

*EDITOR'S NOTE: The plan referred to is an extensive explanation of how the public State agencies, with their services and clientele outlined, will function cooperatively in a child care planning process.